

# COMMUNITY PLANNING REVIEW

## REVUE CANADIENNE D'URBANISME

Volume VIII, Number 4

DECEMBER, 1958

**COMMUNITY PLANNING ASSOCIATION OF CANADA**  
**L'ASSOCIATION CANADIENNE D'URBANISME**

President: C.-E. Campeau, M.P., Montreal

Vice-Presidents: George L. MacDonald, Toronto; Eric W. Thrift, Winnipeg

Past President: Honourable Sir Brian Dunfield, St. John's

Executive Councillors: J. S. Hodgson, Ottawa; Allan O'Brien, Halifax; and  
J. H. Steede, Vancouver

National Councillors: J. Roland Bédard, Québec; Denis Cole, Red Deer; G. J. Greenhalgh, Regina; Macklin L. Hancock, Toronto; Honourable S. J. Hefferton, St. John's; Mrs. F. C. Hudson, Halifax; Mrs. J. C. Joslyn, Melfort; W. T. Lane, Vancouver; Miss Yvonne Morin, Edmonton; L. E. Ostrander, Winnipeg; G. Keith Pickard, Charlottetown; G. Claude Smith, Charlottetown.

National Director: Eric Beecroft

Secretary Treasurer: Miss J. M. Laventure

Assistant to the Director: Mrs. Jennifer R. Joynes

**NATIONAL OFFICE: 77 MacLaren Street, Ottawa 4**

Membership dues, which include payments for the *Review* (four issues) and the *Community Planning News* (at least six issues) are only \$5 per year. A separate *Review* subscription is \$3 for four issues, post free.

When you have read this number, you may wish to send it on to a non-member or to ask us to send a sample copy.

The Association is not responsible for the statements made or the views expressed in the *Review*.

Printed at The Runge Press, Ltd., Ottawa.

Il n'en coûte que \$5 pour devenir membre de l'Association, ce qui donne droit de recevoir les quatre livraisons de la *Revue* et six numéros de *Nouvelles d'Urbanisme*. Abonnement distinct, \$3 les quatre livraisons, franc de port.

Lorsque vous aurez lu ce numéro, vous préférez soit l'envoyer à un particulier qui n'est pas membre ou nous demander de lui faire parvenir un échantillon.

L'Association en tant que telle ne peut être tenue responsable des opinions personnelles publiées dans la *Revue*.

Imprimé à Runge Press, Ltd., Ottawa.

**Volume VIII, No. 4**

**December**

**1958**

Authorized as second class mail, Post Office Department, Ottawa.

Autorisé comme envoi postal de 2e. classe, Ministère des Postes.



# COMMUNITY PLANNING REVIEW

## REVUE CANADIENNE D'URBANISME

Editor: ERIC BEECROFT

### CONTENTS

### Table des MATIÈRES

#### PAPERS ON THE NATIONAL CONFERENCE THEME *ÉCRITS SUR LE THÈME DU CONGRÈS NATIONAL*

The Growth Crisis	C. E. Campeau, M.P.	110
The Regional City Exists	Norman Pearson	112
Administration in the Regional City	P. G. Davies, Q.C.	116
Regional Planning in New York State	William D. Carlebach	119
Highways in the Urban Region	Roméo Mondello	120
Highways in the Urban Region	P. E. Wade	121
<i>La planification routière en rapport avec les centres urbains de moyenne importance</i>	Benoît Bégin	122
Industry in Regional Planning	Eric W. Thrift	123
What Do Retailers Expect from Regional Planning?	Harry Suffrin	124
<i>Rapport des séances cliniques du Québec</i> Report of the Quebec Clinical Sessions	Benoît Fleury	126
Report of the Ontario Clinical Sessions	Lin Elliott	128
FAIRVIEW—A PLANNED DEVELOPMENT	Edgar H. Davis and G. Elmer Gordon	130
INDEX TO VOLUME VIII — L'INDEX DU VIII <sup>me</sup> VOLUME		137

COVER ILLUSTRATION, by John Leaning: a portrait of Bank Street, Ottawa,  
one of our Capital City's main shopping streets.

*Un portrait de la rue Bank, Ottawa, une des principales rues commerciales  
de la capitale.*

L'ASSOCIATION CANADIENNE D'URBANISME  
COMMUNITY PLANNING ASSOCIATION OF CANADA



## BUILDING THE REGIONAL CITY

### Conference Proceedings

**EDITOR'S NOTE:** There have been many requests for some of the addresses given at the National Planning Conference. We are pleased to present a number of the prepared statements, some excerpts from talks and two interesting summaries of the clinical sessions.

The regional planning theme, as well as the problem of the "Cobweb Curtain", was presented in the last issue of this Review. These two numbers, therefore, provide some documentation for regional planning discussions which CPAC, in cooperation with other groups, will pursue during 1959. We shall welcome inquiries and suggestions regarding the program.

## THE GROWTH CRISIS

**For both physical planning and financial planning, concerted action is required—(1) at the metropolitan level and (2) between federal, provincial and local governments.**

by Charles-Edouard Campeau, M.P.

*The Presidential Address at the National Planning Conference, Toronto, September 21-24, 1958. Mr. Campeau, formerly Director of City Planning for Montreal, has been National President of the CPAC since 1956 and is Member of Parliament for St. James, Montreal.*

Each year, at the occasion of its annual meeting, the Community Planning Association of Canada has endeavoured to bring to discussion by its membership the most important problem confronting the Canadian nation in the field of planning. No better theme could have been chosen for examination this year than "Building the Regional City", and especially that aspect of this major problem relating to the joining of forces of our three levels of government in a concerted effort towards an efficient solution.

Urban growth is not only a national problem; it has become a national emergency. More than 65% of the nation's population now lives in cities, towns and villages numbering more than one thousand. By 1980, that proportion may rise to 80%. During the same period of years those living in metropolitan areas of more than 100,000 may rise from 36% to 56%. Assuming that the next twenty-five years will be characterized by a more intensive urbanization of our national territory and especially by a more than doubling of our larger cities, inferences have to be drawn as to (1)

the physical expansion and control of urban growth, (2) the financial costs and (3) the related administrative problems at the various levels of government.

Canada is heading into a growth crisis, the like of which was never seen before. Our automobile population is rising faster than our human population. The crucial figure for Canadian planning is now density of cars. Traffic and all it means is the key factor in urban renewal. Now we must recognize that this renewal is only part of an overall pattern of urbanization taking in spaces far beyond, and between, the old cities. Cities used to be an incident in countryside; now countryside has become an incident in City. The last ten years have given us an unholy mess of land use, land coverage, congestion and ugliness. This is nothing to what the next twenty-five do promise. The Gordon Commission has told us that 2,000 square miles of territory will be urbanized during that period, with public utilities, roads, streets, industrial plants, stores, office buildings and homes covering nearly 100 square miles per year and having to be budgeted for.

### Capital Works Budgeting and Urban Planning

The Gordon Commission forecast that some 4,100 billion dollars would be spent on housing and social capital and municipal works during the period ending in 1980, without counting the billions of dollars which will have to be spent for meeting such operational charges as wages, salaries, repair and maintenance and the payment of interest on short and long-term loans.

"Too often", to quote a recent editorial in the *COMMUNITY PLANNING REVIEW*, "when the financial plight of the municipalities is described, the related problems of administration and procedure are not faced. It is the need for financial help which is usually stressed; but financial arrangements are of questionable value, if the careful planning of public works—and of the budgets which must accompany them—have not been adopted as a standard practice. Capital works budgeting for such programs is exceedingly difficult if not impossible to accomplish to-day without regional planning and regional government."

The expansion of the population in our urban communities, the greatly increased use of automotive transportation, the development and improvement of communication means, changes in the nature of the economy and in industrial and commercial orientation and techniques have caused the extension of the limits of the physical community. These forces are prompting recent demands for the establishment of planning programs on a much wider territorial basis.

The Gordon Commission felt that the fundamental problem would not be how to finance all the hundred billions worth of urbanization, but rather one of deciding what proportion of a growing national income should be devoted to the building of those things which only the communities can provide and of developing the best possible fiscal and administrative arrangements to make that decision effective.

As a nation, we are not too well prepared for planning to these dimensions: we are short on a philosophy for it, as well as effective agencies and techniques.

Mr. Norman Pearson, in his remarks on Administration in the Regional City, has stated that the regional city does exist now and that it must be physically organized now. The existing administrative units at the local level are no longer real units since the social and economic structure in response to which they evolved has long since died. There is no doubt that, at the urban level, there is a need for metropolitan organization of the type which has been pioneered in Toronto.

### Coordination Between Three Levels

There is also a need for co-ordination and co-operation between the three levels of government: municipal, provincial and federal.

The provincial governments by their very nature have a major and direct responsibility in initiating, directing and promoting appropriate metropolitan and regional governmental units.

Furthermore, the federal and provincial governments are taking an increasing participation in urban public works. Such federal and provincial works having an impact on urban development are nearly all of the type which require a regional planning perspective. Such works should not be formulated without consideration of their effect on the pattern of urban growth. Therefore, there ought to be a co-ordination of these urban-oriented programs at the Federal and Provincial levels and between the two.

In this respect, research should be undertaken, at both the provincial and the federal level, for determining the relation between projected municipal works shown on municipal master plans and senior level programs, so that these senior governments, for motives pertaining to their own jurisdiction, could participate in such municipal works or undertake them as their own. Such a procedure would ensure the implementation of works required by regional and provincial or federal needs but also integrated with the municipalities' master plans. Instead of new subsidies, this procedure would provide for an integrated planning action at all levels, and would thus constitute the best encouragement ever given to serious planning at the local level.

### The National Role

Finally, there is an urgent need for a national development plan in the sense of a co-ordinated set of policies giving positive guidance and direction to our national urban and regional pattern.

The federal government has been called through the years to play a more and more extended role in the field of planning, through housing, the efficient exploitation of our natural resources, public works, transport and communications and the planning of the National Capital. Regional problems of a national urgency do exist at the present time in the Maritimes, the Prairies, Northern Ontario, the North-West Territories, etc. New towns, major redevelopment, housing projects in urban areas, main transport network, provision of low-cost and low-rental housing, are all calling for action and co-operation at the federal level of government.

However, the numerous activities, concerning the functional development of the territory and land uses throughout the nation, require the intervention of many departments and organisms, and make more and more vital the need for an appropriate co-ordination so as to derive the maximum of benefits from measures already well initiated in the various sectors of our national economic and social life.

Now that the present government has initiated a huge national development program, extending from the Pacific to the Atlantic Ocean and deep into the North, let us hope that such a co-ordination will be effectively established in the very near future.

The challenge to our association, ladies and gentlemen, resides in the fact that it is only through active citizens' action that Canadian planning will progress to the point that its philosophy, its procedures and techniques will be able to cope with the ever-expanding physical and economic growth of this great country of ours.

# THE REGIONAL CITY EXISTS

by Norman Pearson

**"We persist in treating huge cities as overgrown villages, and in our obsession with technology we forget the purposes of material progress. We live in an age of big cities and we must plan and guide their form and their conditions."**

Most of us live in regional cities without knowing it, and perhaps without caring. We are not building the regional city; it is happening despite our efforts to cage it and ignore it. We watch Sputnik in the sky and forget the urban and industrial trends behind its startling appearance. We drive cars and forget that in bringing places closer together we have destroyed the walls between them. We think great cities are built by codes and regulations. Perhaps there is a deep nostalgia for the country of the soap opera: we forget that James Thurber warned us: "Soapland is largely the perpetuation of the ancient American myth of the small town". It is a dangerous and stupid myth.

We have also forgotten that governments are elected to govern; to guide, to manage; to rule. We have forgotten that land is not inexhaustible, that it is the platform of all human activity. We have forgotten people, their needs and their infinite variety. We persist in treating huge cities as overgrown villages, and in our obsession with technology we forget the purposes of material progress. We live in an age of big cities and we must guide and plan their form and their conditions.

## **We Know How to Plan**

The regional city exists now: our present dull and tasteless suburbs are the city of the future unless we mend our ways. It is fashionable to say that no one can predict or guide the city of 1980. That is untrue: we are simply too lazy to calculate and too timid to give the regional city form. We know how many people to provide for: we know they will need houses, schools, transport, piped

services, concert halls, opera houses, fresh food and green space, clean air and clear streams and lakes. We know the social cost of inferior building and the optimum units for various purposes. We know how to concentrate men and materials to remodel natural features. We know the difference between ugliness and beauty in our surroundings, and we know when governments are effective, efficient and concerned and when they are crippled, complex and frustrating. We keep telling ourselves that in 1980 our major cities will all be twice their present size, that 80% of our people will live in cities: we therefore need to discuss administration in the regional city, not whether the regional city will or does exist. We must start talking about how to run these huge urban areas, not stand by wringing our hands and muttering about the good old days when everyone lived in idyllic small towns. The regional city exists now and it must be organized now, for it is the beginning of an entirely man-made landscape, which could quickly become thoroughly unpleasant and uncivilized, if not actually harmful.

## **Urbanization: A National Emergency**

The existing administrative units at the local level are no longer real units. Without exception, they were bequeathed to society by historical accident or design, and the social and economic structure in response to which they evolved has long since died.

It died, but the straitjackets of inadequate boundaries, fragmentary jurisdictions and misplaced functions still exist, crippling and stifling sound urban development, frustrating

## **EDITOR'S NOTE**

*Hamilton's higher circles were set agog by our publication of Norman Pearson's September article: HAMILTON: SETTING FOR DISASTER. We know because of the letters we received. There was some comment pro and con as to whether Mr. Pearson should have written the article, but we have not received any rebuttals as to its substance. In the letters we have detected a distinct undertone of pride that the Ambitious City with its planners is analyzing its development and may be on its way to distinction in city-building. Even more than most urban areas, Hamilton may be in a position to feel acutely the strain of modern unplanned growth. Its people—and their planners—are therefore likely to contribute mightily to Canadian wisdom on the planning and guidance of land use. As Director of Planning for Hamilton-Wentworth, Mr. Pearson seemed to be a logical choice to open up the theme of CPAC's 1958 Conference. He did it with this address, and we have had many requests for it.*

the politicians, the administrators and the planners alike, so that many prefer to be immersed in the burning question of minor amendments to zoning by-laws, rather than tackle the problems of regionalism which stare them in the face.

What is to be done?

"... notwithstanding the comparatively sound lines on which distribution of population has proceeded in Canada, there is abundant evidence that the settlement of considerable areas of unsuitable or inaccessible land, and the absentee and speculative ownership of large areas of fertile and accessible land, have produced serious social and economic problems which urgently need solution; that while there has been a satisfactory increase of population, production and wealth in Canada, there has been an inadequate appreciation of the importance of conserving and developing human resources, and that the great potentialities of Canada, in respect of natural resources: the tendencies which are at work as a result of improved methods of transportation and the opening up of new industries, and the prospects which these afford for obtaining greatly increased population in the future make it of vital importance that there should be a national stock-taking of all resources and a sound economic foundation laid on which to build the structure of future development". (Thomas Adams, *Rural Planning and Development*, Commission on Conservation, Ottawa 1917.)

Such was the advice of Thomas Adams, a pioneer in Canadian planning. It is clearly not enough to rely on piecemeal annexations, on haggling and bargaining between

the municipalities, the Provincial and Federal levels of government, to solve problems of urban and regional development. If that was true in 1917, it is all the more timely now: the Gordon Commission did the stock-taking suggested by Thomas Adams and they showed that, at the urban level, there was a need for metropolitan organization of the sort which has been pioneered in Toronto. But they went on to pick up the very point that Thomas Adams stressed: the need for a national development plan in the sense of a co-ordinated set of policies giving positive guidance and direction to the national urban and regional pattern. We can see this today in the problems of the Maritimes, the Prairies, Northern Ontario or the North-West Territories, just as much as in this erstwhile "Golden Horseshoe" of S.W. Ontario. The Gordon Commission felt that the fundamental problem would not be how to finance all the hundred billions worth of urbanization, but —

"... rather, one of deciding what proportion of a growing national income should be devoted to the building of those things which only the communities can provide and of developing the best possible fiscal and administrative arrangements to make that decision effective".

Such choices, whether to have guided missiles, septic tanks or statues, constitute a national plan. It is better to evolve this consciously, in accordance with an agreed pattern and standard of development, than to allow the total effect to be unco-ordinated. The planning and administration of our regional city begins in Ottawa, however unpopular that may seem. It is not necessary to handle tiny details at that level, but we have conveniently forgotten all the recommendations of Thomas Adams, as well as the astonishing similar ideas of the 1944 *Report on Housing*

## LA CITÉ RÉGIONALE EXISTE DÉJÀ

*Nos grandes régions urbaines d'aujourd'hui ne sont plus des unités complètes en elles-mêmes, et en 1980, elles auront besoin d'une forme quelconque de gouvernement métropolitain si nous voulons éviter le gaspillage et la frustration, et si nous voulons réaliser des voisinages civilisés. Il est évident que l'annexion telle qu'elle est pratiquée présentement autour de nos grandes cités, n'est pas une solution: nous avons besoin ou d'amalgamation majeures afin de créer de grandes unités politiques, ou de la fédération des communautés urbaines adjacentes afin de former un gouvernement métropolitain. Il incombe aux législatures de s'occuper des détails de ces arrangements. Mais l'urbaniste doit insister sur le besoin de ceux-ci. Leur absence servira seulement à accroître le coût social de notre urbanisation: leur présence pourrait obvier à la juridiction fragmentaire et aux frontières désuètes dont nous sommes affligés.*

*Mais derrière ce besoin évident se cache une implication de portée plus grande. La plupart de ces centres métropolitains, même munis d'un élément politique et fonctionnel efficace, feraient encore partie de grandes cités régionales. Ces éléments, comme monsieur Campeau et monsieur Beecroft le signalaient, seront en fait de grandes aires de dé-*

par Norman Pearson

*veloppement urbain formant un paysage à peu près totalement artificiel.*

*Présentement, il semblerait que nous n'ayons pas la machinerie pour la planification de ces éléments. Mais nous l'avons, et je prétendrai que nous n'avons pas nécessairement besoin encore d'un autre niveau de gouvernement régional en plus de l'aide provinciale et fédérale.*

*Tout ce dont nous avons besoin est une amélioration dans la coordination des divers gouvernements provinciaux afin qu'ils aient en fait un plan directeur eu égard aux politiques et aux pratiques connexes. Les gouvernements sont élus pour gouverner. Les systèmes d'octrois doivent être modifiés afin qu'ils aient une plus grande participation du niveau fédéral dans l'aménagement, et afin que les problèmes de taxation et d'évaluation n'interviennent pas dans la planification visant l'emploi approprié du terrain.*

*Nous devons préparer les plans d'éléments urbains entiers au lieu de villes et de cités isolées. Si nous devons nous prévaloir des avantages réels et réaliser le bonheur d'une société urbaine et industrielle, la planification doit être mise en oeuvre au niveau national, provincial et métropolitain si nous voulons administrer avec succès la cité régionale.*

## THE REGIONAL CITY EXISTS

and *Community Planning* made by the Advisory Committee on Reconstruction. Professor Curtis and his associates clearly stated the problems.

"It requires little consideration to see that urban planning and replanning will not be accomplished without forthright and cooperative action of all three levels of government. The problem concerns municipal, provincial and federal governments, but cannot be left to any of them alone. The care of this problem rests in the present status of local taxation and land values; but this raises the whole question of adequate revenue sources for municipalities in the future. The essential powers needed are those which will permit local governments to plan, control and determine land use and to acquire it on strategic areas; but these must derive from provincial enabling legislation, which in its turn should attain a reasonable degree of uniformity throughout the Dominion. There are also crucial questions of co-ordination . . . for which arrangements must be made. Finally, the scale of the operations involved, and also the scarcity of properly trained advisory and technical personnel, render the whole subject a matter of national concern".

Urban growth in 1944 was recognized as a national problem: it has become a national emergency. In most cases our regional cities will only attain their possible potential given planning on a degree and scale which does not yet exist. It also requires urban metropolitan governments which do not exist outside Toronto; co-ordination and co-operation between Provincial departments at the one level and Federal departments at the next: mostly this is sadly lacking. New towns, major development schemes in urban areas, servicing projects, the main transport network; the welfare of local industries and resources, and the provision of low-cost housing are all made more difficult because of this failure in responsibility and co-ordination, because of the lack of a national plan.

### Regional City and Regional Government

Home rule is clearly no answer to these national problems. What, then, of the Provincial levels of government? There is no Federal department concerned with the management, planning and control of land and resources in urban developments. But in the Provinces, Departments of Planning are new and junior, and usually not used to giving advice on co-ordinated development to the Cabinets. Once again let us listen to Thomas Adams:

"There is too much overlapping between legislative and administrative functions. In municipal matters this is particularly unfortunate, as it leads to the elected rulers, whose term of office is frequently limited to one year, having to give attention to executive details which can only be dealt with efficiently by permanent and expert officers . . . it is no excuse that these small and poor municipalities have inadequate means to employ experts or obtain knowledge; in so far as this lack of means exists the need should be met by the aid of Provincial governments."

These evils are all the more apparent in the age of the regional city. What is to be done?

"It is contended that the important duty of governments is to apply sound principles to the early stages of development of land resources, with the combined object of lessening the evils of speculation during these stages and giving greater scope for individual enterprise in the later stages; that as the Federal and Provincial governments of Canada have the responsibility of directing a vast business enterprise, in the development of the natural resources of the country, they should co-ordinate and improve that part of their administrative machinery . . . that increased responsibility should be placed upon permanent officials to deal with executive details of administration so that all classes of government may be able to devote more attention to public policies; that the proposals to strengthen the intelligence departments of the national government and to create new or secure more co-operation between existing Federal and Provincial departments is in urgent need of consideration." (Thomas Adams op. cit. p. 200.)

Those contentions are still valid today, and are much more urgent. We do not necessarily need a new level of regional government interposed between our new metropolitan or country planning authorities and provincial governments; just as the Provinces can create the new metropolitan units of local government so can they simplify their own tasks by two means:

(1) *The Provinces must prepare within the national fiscal and economic development policies, a "plan" for the whole Province.*

Such a plan is not beyond our capacity and it would be only related to the broad patterns of development, covering matters of main urban areas and densities, new settlements, major arteries, new industrial areas, conservation lands, recreational and similar purposes: the broad responsibilities of provincial government for social well-being would be given expression in a declared set of policies. To do this would naturally require a good deal of hard work — fact finding, synthesis and decision between various alternative policies. But it would bear fruit out of all proportion to the effort involved.

(2) *Such a plan should then be administered by a re-organized Provincial administration working through regional offices which (not unlike the Regional Development Associations in Ontario) would also in addition to co-ordinating the efforts of Provincial government within the region, act as sounding boards for assessing the needs of the region and the failure or success of various policies.*

These two steps would involve different systems of administration, but at the moment we are too much obsessed by the difficulties of practical regionalism. We should remember the words of one of the earliest regional geographers, Alfred Hettner:

**"It is fashionable to say that no one can predict or guide the city of 1980. That is untrue: we are simply too lazy to calculate and too timid to give the regional city form. We know how many people to provide for: we know they will need houses, schools, transport, piped services, concert halls, opera houses, fresh food and green space, clean air and clear streams and lakes. We know the social cost of inferior building and the optimum units for various purposes. We know how to concentrate men and materials to remodel natural features. We know the difference between ugliness and beauty in our surroundings, and we know when governments are effective, efficient and concerned and when they are crippled, complex and frustrating. . . . The regional city exists now and it must be organized now. . . ."**

"One cannot speak of true and false regional divisions but only of purposeful and non-purposeful. There is no universally valid division which does justice to all phenomena; one can only endeavour to secure a division with the greatest possible advantages."

### **Regional City and Metropolitan Government**

Finally, given national and provincial action on the scale suggested, we would still have only the main framework of policies for the administration of the regional city. We have here in Metropolitan Toronto one of the most significant urban experiments. But already it is realized that the logical planning unit includes Oshawa, Hamilton, St. Catharines and the Niagara urban area as well: the Mississauga conurbation or section of regional city, and no one would suggest that Metropolitan Toronto ever could or should be extended so far. It is not necessary to do so, given a framework decided and agreed by higher levels of government. Within such policies, the Province can look again at its creatures, the municipalities, to see whether they are logical or effective units. Now this is done as crisis forces action: so that we have the parallel experiments of Burlington (the huge new town across the Bay from Hamilton) and Metropolitan Toronto: amalgamation and federation. But what is needed now is proper study all across our nation, to clarify the best units needed. Metropolitan Toronto and Oshawa should perhaps be one such unit; Oakville-Trafalgar another; Hamilton-Burlington yet another; the Kitchener-Waterloo complex as well. These are only a few local examples, since we are in Toronto. But the basic principle is to find within a national and a provincial-regional pattern, the most useful units.

Then, as has been suggested by Mr. Campeau, the President of the C.P.A.C., the problem is one of allotting to the larger metropolitan political units the appropriate functions. "What is needed is a system in which only the common problems are resolved by common means; in which the domestic problems will remain the responsibility of the local bodies; in which the profits and expenses will be divided equitably among all those truly concerned: in which the available financial resources will be used to assure the carrying out of those enterprises which are indispensable to the progress of the entire metropolitan area."

These metropolitan administrative and planning units should include all territories dependent upon the main focal points and their service facilities and industrial and cultural centres. Servicing, traffic facilities, policing and fire control, health and welfare arrangements, recreation and parks, transit systems, assessment, and similar functions would obviously need to be operated at a metropolitan level while other services such as air pollution control, detailed land use control, education, co-ordinated by proper metropolitan planning, should be operated at a metropolitan level within a framework set by the provincial level of government. Whether this system is achieved step by step, as in the suggested schemes for Montreal; by special enactment, as in Toronto; or by amalgamation as in Burlington or Winnipeg, it is the urgent need which must be met if we are not to bungle the form of the regional city and the quality of its environment.

### **Why Not?**

It will be said that these things can not be done, that the problems are too complex, the politics too difficult; that there is not enough money, and that these are unpopular suggestions. But they have been seriously suggested by the Commission of Conservation in 1917, by the Advisory Committee on Reconstruction in 1944, by the Gordon Commission in 1956, by the Community Planning Association of Canada in 1958. I have shown that their suggestions make a workable scheme.

Governments which do not govern are swept aside as anachronisms; land which is misused and wasted burdens a society to the point of collapse; people whose needs are neglected and whose humanity is insulted and ignored do not remain forever silent. We must seize and use the opportunities presented to us by our advancing technology; we have as perhaps no other generation has had, the chance to make an urban society which will match the glory of nature; with courageous action based on forethought and insight, we can make cities once again the symbols of civilization, the centres of a culture which values the good life and cares for the future of its children. We can solve the problems of the regional city, adding the city of shining towers and peaceful precincts to the wonders of the Parthenon, Carcassonne, Venice, Paris, or the skyline of Manhattan.

# ADMINISTRATION IN THE REGIONAL CITY

with special reference to the Edmonton region

by P. G. Davies, Q.C.

*Mr. Davies, who spoke at the "keynote" meeting of the Conference, was a member of "The McNally Commission", referred to in his paper. The Alberta experience and the findings of the McNally Commission have been discussed also in earlier numbers of the REVIEW: September 1956, pages 125 ff. and December 1956, pages 170 ff. Mr. Davies is a barrister and solicitor with a special interest in planning. He has been a member of the Federal Parliament.*

I find much to agree with in the classical analysis of Mr. Pearson as to the situation in Canada. Here, we have to our sorrow and untabulated expense found that, at the regional level in planning, the old system will not work and calls for an entirely new approach. In parts of Europe they accepted this view over twenty-five years ago.

We are fortunate in Alberta in that the common underlying conflicts blossomed out in all their fulness early in the planning history of the province. I need hardly say that these basic problems involved inter-municipal rivalry: put bluntly, the inability of different municipal councils to work together for the larger interest of the entire region of which they were a component part. May I outline briefly the situation as it existed in 1954 when the province appointed a five-member Royal Commission known as The Royal Commission on the Metropolitan Development of Calgary and Edmonton — commonly known as "The McNally Commission". These remarks will be limited to the Edmonton area because it was here that the conflict arose.

Since 1950 there had been organized under *The Town and Rural Planning Act* what was known as "The Edmonton District Planning Commission". Its membership included the Central City, Edmonton, with its two immediate contiguous towns, Jasper Place and Beverly, seven other towns, two villages, and four large rural municipalities. Boundaries of three of these rural municipal districts were on Edmonton's periphery and in one of them, Strathcona, the petro-chemical industry had established itself with an investment at that time of some 200 million dollars. Largely by reason of this, the assessment of Strathcona had gone up over 400%.

The planning area of the Edmonton District Commission covered some 4,000 square miles. Edmonton was the only member having its own professional planning staff. Thus, in addition to being concerned with the planning of the region as a whole, the District Commission was performing local planning services for all its remaining members. At this time the population of the urbanized metropolitan area was some 230,000. At the end of this year it will approximate 300,000, and the 1976 projection is some 576,000.

Membership in the Commission was on a voluntary basis, and although the Commission was authorized to formulate a regional plan for the total area, such plan could not come into effect until it had been approved by the various individual councils.

The District Planning Commission was comprised of elected municipal councillors nominated from their own councils together with some representatives of various Departments of the province such as Highways, Education, and Agriculture. The province was paying 50% of the budget.

## DETERIORATION BY MID-1954

By mid-1954 conditions had reached an impasse, largely as a result of the rapid development which had taken place outside Edmonton's boundaries; the bulk of the industrial development had gone on outside the boundaries because no room was available in the city.

In 1951, the rural Municipal District of Sturgeon had withdrawn from the District Commission apparently by reason of having lost the industrial assessment on a large creosoting plant to the Town of Beverly. In 1954, the rural Municipal District of Strathcona withdrew. It would be fair to say that the reason was "it wanted to run its own show". It was in Strathcona that farm taxes dropped to unprecedented levels in consequence of the new industrial assessment, while the problems of providing the homes and public services for the workers of the new industrial area outside the city fell on Edmonton and its two contiguous towns. This was the position when the McNally Commission was appointed. Its report was received early in 1956, and in 1957 the Planning Act was substantially revised. We feel that in Alberta legislation has gone a long way towards making regional planning effective.

In its studies, the McNally Commission came to certain firm conclusions in respect to regional planning:

Firstly, the region itself should cover a substantial area.

Secondly, all municipal units within the region should be members of the District Planning Commission.

**"It seems clear that the challenge today at the metropolitan and regional planning levels is a direct one to the members of our provincial legislatures."**

Thirdly, the Commission should have power to formulate and bring into effect a regional plan.

Fourthly, property owners and individual members comprising the Commission should have the protection of a satisfactory appellate body.

#### **REGIONAL PLANNING—EDMONTON AREA—1958**

Six District Planning Commissions are now operating in Alberta, and the settled portion of the province is largely mapped out so that ultimately District Commissions will blanket the province by the addition of some further eight commissions. Municipal membership is compulsory, but the right of a District Commission to impose a regional plan on the district without the assent of all members is restricted to those Commissions on which any municipality represented has a population of greater than 50,000 or less than this number upon the recommendation of the Provincial Advisory Board. The net effect of these provisions is that planning areas having at least one substantially urbanized unit are assured of having the means of bringing into effect a regional plan without the assent of all the municipal councils which comprise the Commission.

It will be useful to refer now to the practical progress made in Edmonton area since the 1957 amendment. The Act directs:

"Section 101(1) A commission shall prepare and adopt a District General Plan to secure the orderly and economical development of the District Planning area as a whole."

"Section 101(2) By a District General Plan the Commission shall

(a) divide the district planning area or any part thereof into zones of permitted land use categories, including low density agricultural, high density agricultural, small-holding, country residence, highway commercial, district recreational, general urban, new general urban and major industrial zones, or any of these and such other zones as the commission may deem necessary and essential for the purpose of the plan,

(b) define, within the limits and for the objectives established by this Part, the uses of lands and buildings permitted within each zone, in the same manner that a council might do by a zoning by-law in accordance with subsections (3) and (4) of section 80,

(c) establish the stages, sequence, or order of priority of development for and within each zone, and prohibit the development of any zone otherwise than in accordance with the established stages, sequence, or order of priority for that zone,

(d) prescribe the nature of, and the minimum regulations made pursuant to clauses (a) and (b) of subsection (6) of section 80 that are required to be contained in any zoning by-law to be put into effect within the territory of a municipality, to ensure that development therein will proceed according to the district general plan, and

(e) make proposals relating to roads, services, public buildings, schools, parks and other open spaces, their location and the reservation of land for these and other similar purposes.

In addition, the Commission is empowered:

"to study and recommend to the proper authorities concerned proposals relating to the adjustment of boundaries and the annexation of territories by municipalities; the supply of water and the provision of sewerage facilities; the conservation of natural resources, the prevention of the pollution of streams, the control of flooding, and the best utilization of land and resources; and the location, attraction, development, diversification, and dispersal of industry within the District Planning Area."

The Commission adopts the regional plan upon the affirmative vote of two-thirds of the members present and voting upon the resolution. Following adoption the plan is circulated among the members and the proposed confirmation is publicly advertised so that property owners and other interested persons can be heard by the Commission at the time stated in the notice. The plan may then be confirmed upon the affirmative vote of two-thirds of the members present and voting upon the Resolution.

Upon the plan being confirmed by the Commission every Council is required to:

(a) Forthwith enact and maintain in effect such zoning by-law as may be required to give effect to the plan within the boundaries of the Council.

(b) Take such other action as may be necessary to give effect to, or remove any inconsistency with the plan as it affects the territory of the municipality.

(c) Thenceforth, refrain from enacting a by-law, taking any action or undertaking a public work that conflicts or is inconsistent with the plan.

During the interim period prior to the coming into effect of the general plan, provision is made for a preliminary plan, largely restricted to controlling land use in the region, in order that development may be controlled from the outset.

Section 120 is somewhat novel. It deals with inter-municipal disputes, and reads as follows:

"120. (1) Where the council of a municipality claims that an action taken by another council under the provisions of this Act will have a detrimental effect within the boundaries of the first municipality, it may refer the matter to the commission even though the action is one that does not come within the purview of the district general plan or preliminary district plan.

(2) The Commission shall decide any matter referred to it under subsection (1) and the decision shall be binding, subject to the right of either council under section 121 to appeal the decision to the Board."

It will be observed that the Alberta legislation anticipates what experience has so frequently shown, namely, that inter-municipal disputes may arise; and provision is made for their settlement, subject to the Provincial Planning Board being the final arbiter.

The Provincial Planning Advisory Board is the final appeal body to which the Commission or any of its member councils, or property owners have the right of appeal on any matters involving the content of the (regional) plan. A Minister of the Crown is excluded from being a member of the Board. At present it is composed of seven members, including a Chairman, a Director, the Deputy Minister of Municipal Affairs, the Deputy Minister of Agriculture, Pro-

vincial Sanitary Engineer, the Director of Surveys, and the Superintendent of School Administration. Public hearings must be held in the District Planning area concerned on all appeals, of which due notice must be given, and at least three members of the Board are required to hear and adjudicate each appeal. Powers are vested in the Board to determine:

- (a) whether a by-law or public work of a municipality, as in effect or as proposed, conforms to the plan,
- (b) whether a Council is conforming to, enforcing, or properly administering the provisions of the plan,
- (c) require a Commission to amend the plan, and,
- (d) require a Council to adopt, amend, enforce, or administer a by-law in a manner that will cause conformity with the plan.

Except on questions of law, the decisions of the Board are final and binding upon all parties concerned. For better assuring that a Council will not take a contemplated action, issue a permit, or carry out a public work, as a result of a decision made by the Board in disposing of an appeal or pending the hearing of an appeal, when enjoined by the Board, action by a Council is frozen.

Certain principles emerge from the new Alberta legislation. The basic one is that elected municipal councillors from each local Council sit at a common table at the regional level and share in formulating the regional plan and its amendment and evolution as time goes on. The professional planner remains in the background, although I need hardly say that with his knowledge and experience he is counted on very heavily by the Commission.

The second principle recognized is that the interests of individual Councils must be submerged so that at all times the broader interests of the region must prevail.

In January, 1958, the Edmonton District Planning Commission unanimously adopted the first section of the regional preliminary district plan, namely, the Metropolitan Section,

and it is now in effect. This section of the plan controls land use in and about Edmonton and in some directions up to within ten miles of its boundary. Zones designated include general urban and general urban reserve zone, major industrial zone, district recreational zone, country residence zone, smallholding zone, and new general urban zone. The Edmonton District Planning Commission has for some time been committed to a policy of de-centralization in the pattern of residential, commercial, and industrial development, and the encouragement of expanding existing towns within its boundaries which are suitably located, and the development of new towns. This policy has had the active support of the City of Edmonton itself.

The remaining sections of the preliminary plan are as follows:

- (2) Highway Zoning Section (under discussion)
- (3) New Towns and New Urban Areas Section
- (4) Rural Municipalities Section
- (5) District Towns and Villages Section
- (6) Parks and Recreation Section.

The Gordon Commission has predicted that Canada's 1955 population of 15,575,000 will swell to 26,650,000 by 1980, of which 80% will be urban; and that in the intervening years the population of Canada's fifteen metropolitan areas will more than double. The Report also contemplates that, by reason of this expansion, "new approaches and new forms of municipal organization may be needed for satisfactory solution of some of these problems."

It seems clear that the challenge today at the metropolitan and regional planning levels is a direct one to the members of our provincial legislatures. With but few exceptions, experience has proven that municipal councillors as a group are not prepared to preside over — much less propose — any measures which may lessen their authority or reduce the jurisdiction of their respective councils.



# TOWARD REGIONAL PLANNING IN NEW YORK STATE

by William D. Carlebach

Mr. Carlebach, who also spoke at the "key-note" meeting of the National Planning Conference, is First Deputy Commissioner of Commerce of the State of New York.

Let me say at the outset that New York is honored at its inclusion in this National Planning Conference of the Community Planning Association of Canada. Our community of interests is historic. Indeed you may be shocked to know that we consider all of Canada to be within the New York City metropolitan area, as is clearly evidenced by the make-up of the New York Rangers, a team that regrettably succumbs to the Toronto Maple Leafs and the Montreal Canadiens with discouraging persistency.

Those of us who have gathered here have done so in the belief that a free discussion of our problems back home can be mutually beneficial. I sincerely hope that the thoughts expressed by this speaker will contribute to a better understanding of the problems we face — and of the direction in which their solutions lie.

It is our theory that great as our metropolitan area problems may be, we already have a governmental structure capable of solving the most complex riddles. And this claim is made in full realization of the evident contradictory acceptance of the principles of "home rule".

## "Home Rule"

"Home rule" is of course predicated on the theory that it is the right of those who are governed to determine the kind of government they wish to receive. It is a theory that could be paraphrased as "the right of the majority to be wrong". You may wonder how we can see any light or hope for an enlightened regional approach in such a narrow and constricting interpretation of democratic government.

Rightly or wrongly, most people today are motivated by self-interest. The homeowner who cherishes his property and wishes to enhance its monetary value is very likely to be one of the first in his community to become interested in zoning. The members of the local Board of Education, faced with the continuing problem of providing adequate classroom facilities is prone to turn to planning for a long range solution. The village merchant, faced with ever increasing competition and ever decreasing parking facilities soon joins with the homeowner and the school board member, and thus a sound planning and zoning approach, though admittedly on a local basis, is engendered.

The local acceptance of planning must lead directly and quite quickly to acceptance of the regional approach, for the village that plans and zones quickly realizes that its best efforts are to no avail if the neighboring community doesn't

likewise accept planning and zoning — does not in fact coordinate its planning and zoning with that of its neighbors.

These first faltering steps, this knocking at the door to regional planning must, it seems to us, precede any attempt at a true regional approach. The local pressures which bring about acceptance of planning and zoning serve primarily to condition our democratic form of government for the inevitable full acceptance of interregional responsibility.

## Economic Need

Again, it seems to me, there are factors which are forcing the broader outlook on communities that only yesterday were isolationist in their thinking. These factors are many. The most telling influence, however, appears to be based primarily on economic need. As our farm communities yield their acreage to the commuter, as the demand for increased government services on the local level rise, as the need for increased school facilities arises, local government seeks a method of cutting the cost of providing the services that these new residents demand. Just as the retailer can best reduce prices by pooling his purchases with those of other merchants in order to lower the unit cost, so do neighboring communities turn to joint purchasing. This may take the form of a mutual water supply system or garbage disposal on a regional basis. It may lead to a consolidation of educational facilities, or it may result in one police force where formerly two or three or more were operating.

Economics, then, the selfish desire to pay less and get more services, is gradually leading us to accept the regional approach. We are particularly fortunate that there are and have been many dedicated citizens who have long displayed a selfless interest in this field. We are fortunate too that there have been those in government with sufficient foresight to lend a helping hand to a painfully slow process.

The basic point that I would make is this. It is unrealistic to believe that political boundaries, even though they are today wholly inadequate to deal with the problems of our shifting population, can or will in the foreseeable future be removed from our maps. But if local acceptance of planning and zoning principles can be fostered, then it follows that the regional approach will not be far behind.

This brings us inevitably to the acute need for political leadership. Donald K. David, chairman of the Committee

for Economic Development, said recently, "The field of economic policy on the state and local level is a morass of confusion and neglect". In New York State, however, we are proud of the record of the Harriman Administration in the field of planning and zoning, and we are proud of the trend towards the regional approach that has been fostered within the State during the past four years.

City Planning Boards have increased by 6, Village Planning Boards by 48, and Town Planning Boards by 53 since January 1, 1955 when Governor Harriman assumed office. Even more hopeful is the situation in the counties, for 15 County Planning Boards exist where formerly there were but 7. In five instances we have encouraged Town and Village Planning Boards to act in concert, and both Ithaca and Corning are using a metropolitan area approach. In New York City, Mayor Wagner deserves credit for the establishment of a Metropolitan Regional Council, encompassing the officials of 21 counties from three states.

We have been greatly assisted in our efforts by the Federal Housing Act of 1954 which established an Urban Planning Assistance Program. Through this program, 12 cities, 16 villages, 16 towns, 5 combinations of towns and villages, and 2 County or Metropolitan Areas have embarked on planning programs under a combination of local, state, and federal funds. In virtually every instance, the state and federal funds enabled communities to undertake programs that could not have otherwise been financed. And more germane to this discussion, the day when the full acceptance of a regional or metropolitan approach is fully accepted is considerably closer at hand.

In pursuit of a logical approach to the metropolitan area problems, Governor Harriman sponsored a conference at Arden House which was attended by the Governors of

New York, New Jersey, Pennsylvania, Connecticut, Rhode Island, and Massachusetts. Out of this conference came the suggestion for the creation at the state level of a Bureau of Metropolitan Area Problems. While we have not yet succeeded in persuading a recalcitrant Republican Legislature that this should be accomplished in New York State, we are hopeful that the coming legislative session will find acceptance of the need for such State assistance. We believe that the State can make a real contribution to the development of a metropolitan area approach to our problems through the dissemination of badly needed statistical information.

Unfortunately, not all politicians are farsighted. All too frequently, as is the case in Westchester County, one of New York City's more notable suburban areas, political leaders obtain headlines one day by participating in the deliberations of the Metropolitan Regional Council, and then the next day state unequivocally that garbage disposal, for instance, is entirely a municipal problem, indicating that the regional approach to governmental economy has not really been accepted at all.

In spite of setbacks such as this, we believe that intelligent political leadership, encouraged by enlightened private enterprise, can in fact move rapidly to a realistic regional or metropolitan area approach to the municipal problems that we all face.

The laws are on our books — metropolitan, regional, and county planning boards can be created. With education, with leadership, there is no problem beyond our ability to reach a solution. From discussions such as this one will come more ideas — and with them more leadership. I congratulate your Association for sponsoring this Convention.

---

## HIGHWAYS IN THE URBAN REGION

by **Roméo Mondello**,  
Director of Planning, City of Montreal

Every day many lives are lost in one city or another; hundreds of people are injured daily and millions of dollars are added to the cost of manufactured goods because of the time it takes to make deliveries; additional millions of dollars go to insurance premiums each year, due to the accident rate increasing year after year.

The causes of all this, everyone knows. Too many automobiles, trucks and buses using streets built long ago for a traffic of another age. Certain improvements made piecemeal will relieve temporarily the situation, but they are not a cure. Something else has to be done, to increase the capacity of the down-town section to absorb more traffic, to channel traffic from and to that particular section.

One must remember the high cost of expropriation and the difficulties in the way of widening streets in the central area of any city in order to adapt them to present traffic needs, in the way of establishing one-way streets, eliminating street parking, etc.

*Strangulation of the heart of any city must be avoided.* Will it be by prohibiting circulation of private cars in that area, so as to facilitate mass transportation? Will it be by building expressways around a city or even through the city, with easy accesses to and from the main arteries to the expressways?

A thing to remember is that railroads, buses, subways, expressways, main arteries and local streets can all be used to form one excellent integrated system. Planners can solve the traffic problem by coordinating transit and highway development, and by building transit lines right into our cities.

In fact, land use planning and its implementing devices represent the most positive and the only direct control traffic measure available in reaching a long range solution to traffic problems.

# HIGHWAYS IN THE URBAN REGION

by P. E. Wade

*Excerpt from an address by Mr. P. E. Wade of the Ontario Department of Highways at the National Planning Conference, September 21-24, 1958.*

If a highway engineer ever had time to stop what he was doing and tried to rationalize what he had in the back of his mind in his work, he might sum up his objectives by stating simply: Keep overall transportation costs to a minimum.

This sounds easy enough to agree to. However, different persons have different ideas as to what these costs include and which costs are most important among the following: the obvious tangible costs of property, construction, and maintenance, the more elusive costs occasioned by traffic movement and accidents or the almost mystical costs of public service, time and comfort.

Most debates around offices of highway and traffic engineering are probably related to these values.

In recent years however, there have been nagging suspicions in these busy circles that these costs do not make up the complete picture. Such mutinous thoughts would not of course, be spoken aloud. However, there have been some distant rumblings that in some incomprehensible way the costs related to the use of land may be affected by how the roads and streets are built. This seems most apparent as a result of constructing freeways and high capacity roads.

A great deal of the literature that a highway engineer is likely to be exposed to seems to contain increasingly, articles stating that road planning has an awe-inspiring effect on land-use costs. Most of these articles are written by angry planners and unfortunately leave the engineer more confused and less confident than ever. He's not sure whether he's suppose to build more highways or to give up building roads altogether. The only sure thing is that what he's doing now is wrong.

Some engineers develop a form of schizophrenia from such comments and demonstrate a strong tendency to withdraw from society altogether until all their plans are laid down and the budgets are approved. Other engineers of a more conscientious and less defiant nature make different attempts at coming to terms with the land-use planners. In a well-known institution below the border, devoted to educating highway engineers, a week-long seminar on transport planning was hopefully carried out by inviting a group of prominent land-use planners to discuss the problem with a group of prominent traffic engineers. The only thing upon which agreement was reached at the end of the week was that neither group had understood what the other group was talking about.

I think it's more than a problem of communication. Perhaps the engineers think that the problem can be solved by expanding their stock of techniques and by adding a factor for land use to their already overburdened cabinet of traffic, design loads, soil strengths and other factors. I'm not sure how the situation can be improved, but it's pretty obvious that it's not possible to develop planning giants who are a combination of engineers and city planners. The engineer must still design highways to serve traffic volumes although he might consider some more factors when he tries to predict growths. In defence of the engineer, it appears that many planners are just as confused as the engineer as to the proper place of expressways in an urban development plan. The important thing of course is that overall planning must be carried out in the region where development will take place. The regional planners will consider roads and streets in a similar manner as other service systems, like sewage and water. The highway engineer must find out from the regional planner where their ranges of choice overlap. The accoutrements of the freeway, the interchanges and the service roads must be planned only after agreement between the highway engineer and the regional planner.

Equally as important as need for regional planning and the recognition of this by the engineer, is the need for co-operation among engineers. In the great developing areas near metropolitan regions, transportation must be planned as a system, not as separate routes, or even worse as separate projects or sections. No longer can the primary highway be built or rebuilt without relation to the other roads and streets and transportation systems. At least not without disastrous effects. To construct a freeway without well-planned approach arterials is like having a human body with only a jugular vein. It doesn't work.

Perhaps the engineer has an obligation in encouraging regional planning and co-operating in the process; and the regional planner has an equal obligation in educating the engineer with respect to land use and traffic.

Finally, the highway engineer might add to his rules of wisdom the following:

Transport must be planned to encourage balanced land uses and not to cause an imbalance. Related land uses should be connected as well as possible while different land uses can be separated and internal areas can be protected.

The highway engineer looks to the regional planner to lead him by the hand out of the wilderness.

# LA PLANIFICATION ROUTIERE EN RAPPORT AVEC LES CENTRES URBAINS DE MOYENNE IMPORTANCE

par Benoît Bégin

*M. Bégin, architecte-paysagiste et urbaniste-conseil, a été responsable de la préparation du plan directeur pour plusieurs villes dans Québec. Il réside à Trois-Rivières.*

Un plaidoyer vigoureux doit être soutenu en faveur des centres urbains de moyenne importance contre les coutumes actuelles de planification des routes. L'optique de ce problème a été jusqu'à maintenant restreinte à des simples questions de trafic, de transport et de considérations techniques.

Les potentiels de dynamisme inhérents aux routes, principalement ceux générateurs d'activités sont presque toujours inconnus ou négligés comme facteurs déterminants du développement tant des centres urbains que des régions. Egalement trop de problèmes créés par les routes même nouvellement construites sont laissés à l'initiative des municipalités qu'elles traversent et qui sont rarement en mesure de comprendre et résoudre de tels problèmes.

Les petits centres urbains sont généralement considérés comme des noeuds de raccordement embarrassants le long des trajets des routes à grand trafic.

Il ne peut-être ignoré, que l'économie des petites villes et leurs structures sociales sont de constitution plus précaire que celles des grandes villes. Les fonctions exercées par les centres commerciaux sont moins vigoureuses et infiniment moins diversifiées. Des modifications inconsidérées au réseau routier de transit peuvent entraîner des dérèglements ayant des incidences sérieuses sur la vie entière des agglomérations touchées par ces changements catégoriques. Il peut en résulter une réduction des activités économiques, perturbations dans la structure sociale, le déplacement de certaines fonctions urbaines, comme celles du commerce et de l'industrie. Ces changements ne s'effectuent pas sans modifier profondément la hiérarchie des valeurs immobilières d'une ville et sans avoir des répercussions sur les sources de revenus des administrations municipales.

Le déplacement inconsidéré de tronçons de routes peut porter préjudice à l'économie d'une agglomération, la localisation judicieuse des aménagements projetés peut d'autre part avoir des effets dynamiques et vivifiants.

Les fonctions d'un centre d'affaires, les forces d'attraction d'une zone industrielle, les activités des éléments dispersés d'un centre civique peuvent être stimulés quelques fois considérablement par des aménagements de voirie adéquats.

Les mêmes forces dynamiques stimulantes vis-à-vis de l'économie ou du social jouent également sur le plan régional.

Au voisinage des villes l'implantation des routes doit tenir compte de certains impératifs techniques importants.

Il arrive parfois que les zones propices à l'expansion territoriale de certaines villes soient relativement restreintes, que l'étendue des bassins de drainage bien orientés ne soit guère vaste et que les terrains utilisables parce que point trop accidentés soient de dimensions réduites, il en résulte que "l'espace vital" de la ville placée dans de semblables conditions s'en trouve dangereusement limité.

Les incidences découlant de l'implantation inconsidérée des aménagements routiers sur le budget municipal peuvent en certains cas revêtir une gravité indéniable. Les moindres travaux tant de voirie que d'utilité publique, (égouts, aqueduc) se chiffrent toujours par des sommes considérables. La planification des routes ne peut sensément se faire sans une étude approfondie des contre-coups qu'elles provoquent sur les villes ou les régions qu'elles sont appelées à desservir.

Les autorités provinciales, avant de procéder aux améliorations routières devraient prendre l'initiative, dans les villes ou les régions où il ne se fait pas d'urbanisme, de faire procéder à des études de base sur leurs besoins présents et futurs tant sur la nature des voies à construire, que sur leur localisation et les types d'aménagements à réaliser afin de répondre adéquatement aux besoins des agglomérations urbaines.

Si, sur un territoire municipal les aménagements routiers préconisés sont entrepris immédiatement par le Ministère de la Voirie, selon un plan bien conçu, la municipalité se trouve bien desservie et sans obligations additionnelles incombant à sa juridiction.

Il n'en est pas ainsi toutefois, lorsque la municipalité prend l'initiative au cours de la préparation d'un Plan Directeur d'Urbanisme, de localiser avec les autorités de la Voirie, les emprises routières. A ce moment la ville doit elle-même supporter les frais et les inconvénients occasionnés par de tels projets: et ceci sans aucun accord officiel que les aménagements prévus seront à longue échéance exécutés.

A l'intérieur des limites municipales, une ville qui entend protéger les zones réservées aux voies routières doit par homologation réserver le terrain nécessaire, payer aux propriétaires affectés des dédommagements raisonnables, figer par un règlement de zonage rigide l'utilisation des bâtisses et des terrains avoisinants, et créer un contrôle sur la sub-

division des terrains affectés, prélever des taxes municipales sur des terrains homologués et promouvoir une politique d'aménagement urbain en tenant compte des projets routiers non approuvés officiellement.

Aucune disposition ne contraint à ce jour les autorités supérieures à exécuter les travaux de voirie selon un programme prévoyant un ordre de priorité et rien non plus les oblige à défrayer les dépenses encourues par une municipalité protégeant sur son territoire les emprises nécessaires aux aménagements routiers.

Les municipalités prenant l'initiative d'un développement urbain rationnel se voient de plus obligées de défendre contre l'apathie et l'ignorance, et cela sans pouvoirs ni ressources légales, sur les territoires avoisinants, les projets routiers vitaux pour son expansion ordonnée. Ces projets sont essentiels à l'intérêt général et à l'avenir de toutes les villes qu'ils affectent par leur proximité, mais les obligations qui en découlent incombent à l'autorité provinciale, c'est là, il n'en faut pas douter, une responsabilité justement établie

qui permettra de donner à ces questions une solution d'ensemble qui ne néglige pas les cas particuliers.

### Conclusions

Les ingénieurs routiers devraient faire preuve d'une plus grande largeur de vue vis-à-vis des problèmes urbains et devraient établir une collaboration plus étroite avec les urbanistes responsables des plans d'aménagements municipaux.

Les problèmes routiers aux abords des agglomérations doivent être traités dans leur entier et non laissés en projets au compte des finances municipales. De même que dans les villes où des emprises sont réservées pour le passage de routes, les frais devraient être supportés par les autorités provinciales. Enfin les projets de voirie recommandés et acceptés par les autorités compétentes, les villes pourvues de plans d'urbanisme devraient être protégés, facilités et assurés d'un ordre d'urgence auquel seraient soumis les divers stades de l'exécution.

Un pas décisif serait ainsi marqué dans le processus du développement ordonné et économique des villes aussi bien que des régions.

## INDUSTRY IN REGIONAL PLANNING

by Eric W. Thrift

Summary of remarks in a panel on *What does Industry Expect from Community Planning?*

What is regional planning? (This could be a lecture in itself.) It is the planning of a district which has a generally common economic and social base. Sometimes it is a metro area, the surrounding country, and the dependent communities; sometimes it is a district covering a number of towns, a river valley, watershed, farming district. Many of the larger developments, such as major highways, new power plants, water and land conservation programs, big industrial plants, new industrial land development, new mining or oil discoveries, would affect the whole area.

Why is regional planning important to industry? Industry's market is usually regional at least. Its sources of material—raw or processed—are very often regional in distribution. Industry's sources of employees are often regional. The economic conditions of the region, both in the present and in the future, will help to set the basic business conditions. The physical functioning of the region—the through roads, railroads, services, public facilities, etc.—help or hinder the industrial operation. Industry is affected by the attitudes of local people and local governments—alert or lethargic, friendly or hostile, businesslike or bumbling, internally cooperative or controversial. "Industry is not looking for jurisdictional rivalries, but for community unity." (Max Wehrly, to Regional Conference, A.I.A., 1957.) These are only some of the reasons why the region and its planning are important to industry.

Different kinds of industry have a place in the community or region. Many articles and talks have explained the problems

and needs of major industry. (Robert J. Whan of the Ford Motor Co. of Canada, in the June issue of the *COMMUNITY PLANNING REVIEW*.) However, the planner hears from, and knows about smaller industries and businesses. It has been said, I think, that somewhat more than half of industry is composed of small operations employing 5 to 10 people. Sometimes these are stable industries, sometimes they are shrinking industries, but very often they are the seedlings of new industrial growth. They are important in the industrial structure, and they are important to the community and region. Where they are located is often a regional problem, and planning must try to help them locate in the most effective place—in or near a small town in the region, but serving a regional market; on a highway providing ready access to nearby towns, villages, or a city; on the fringes of a large city or metropolitan area, either on a piece of farm land bought at low cost, or in newly planned industrial areas; on small sites in or near downtown; on sites created by urban redevelopment in districts near downtown.

There are many factors to be considered in each case—too many to be listed here. Only one factor, respecting one type of location, will illustrate the problems.

In redevelopment areas near downtown, the ideal sites may be found because of their accessibility to markets, resources, staff and so on. But, redeveloped land may be rather expensive and, to make it available to small struggling industries may seriously increase the write-down value of the land. Perhaps there should be new districts for small

industry, where the standards of appearance and of services may not be expected to be as high as in the new major industrial "parks". Or, perhaps we need "limited dividend projects" in the industrial world? These might be a form of what is known as the "planned industrial district". This is an important segment of the regional development of industry.

The economic conditions of the region are important to industry. Many statements are made today about the need for "economic base studies". Whatever it may be called, a thorough study of the economic growth of the region, and what its trends and prospects may reasonably be, is of vital importance to both industry and planning. The closer it comes to having a regional base, the better will be the information it provides. "The community that has made a thorough economic study of what it has to offer, and what it doesn't have, knows not only the kind of industry that it wants, but what kind it can attract, get and hold. This is a

long jump ahead of the community which zones land for industry and then sits back and waits wistfully for an industry to come seeking a plant site." (Max Wehrly).

One warning should be sounded about such studies. They are important, but they must be handled properly if they are to do the job we expect of them, both for industry and the planner. It was stated neatly in a report in the ARCHITECTURAL RECORD of the Princeton University Conference on "Environment for Business and Industry" held last March. "The prodigy of salesmanship must not, however, be confused with an economic study," David Scribner said. "The economic study, to be effective, must be completely objective. It must call the shots as they are seen. It should never be perverted to 'selling' the community or region."

Selling the region or community is important, but it must not be confused with assembling and understanding the hard-core facts of the economic status and prospects for the region.

## WHAT DO RETAILERS EXPECT FROM REGIONAL PLANNING?

by Harry Suffrin

*An address by Mr. Suffrin, Director of Research of Steinberg's Limited, Montreal, to the National Planning Conference, Toronto, September 23, 1958.*

The word "planning" is not an alien one in the vocabulary of business, industry and retailing today.

Within the past decade, most large businesses have used planning as a major operational tool in the conduct of their day-to-day activities. Many large corporations have separate departments whose sole concern is to try to forecast the future and to recommend the necessary steps that should be taken to meet the challenge of the future. The American Management Association, which is the informal university for businessmen, provides on a year-round basis, seminars for businessmen in Canada and the United States and devotes a large part of its curriculum to the subject of forward planning.

Mr. Henry Luce's organization, Time-Life, has a senior official who bears the title of vice-president in-charge-of-the future. The Bell & Howell camera people use as a day-to-day management tool a perpetual five-year plan. Targets are set five years in advance and every three months an adjustment to the plan is made.

"Businessmen have learned that you cannot buy time. They have learned that you cannot turn the clock back five years to do today what you should have done five years ago. If it takes two years in which to train and to develop a store manager, and you plan to open a new store two years hence, then the time to start training and development is today. Since forward planning has proved itself so wonderful a tool of management in the business world, it is only logical

to expect that many businessmen should become among the most enthusiastic proponents of forward planning for our metropolitan areas.

It is significant in this sense that it was the leading business publication, *FORTUNE*, which sponsored a series of articles on "Urban Sprawl" written by William H. Whyte. And I quote from this article which stated in part: "Sites that should be clearly reserved for growth, commercial centres, residential use, future highways and recreational needs are being pre-empted hit or miss, by random and chaotic development. Scattered housing developments are predictably adding to the cost of sewers, schools, highways, and other public improvements, whereas compact and orderly settlement would produce lower costs and other advantages".

All over this continent, businessmen are supporting studies of metropolitan problems. Disintegrating cores of cities, exploding suburbs, traffic congestion, air and water pollution, and a varied host of other problems call for answers. The answers, or lack of them, are important to business firms—not simply so that they can be good corporate citizens, though this is reason enough, but quite literally and selfishly as important determinants of a favourable or unfavourable economic environment. The modern corporation with a substantial fixed investment has a real concern with ecology. The store is there to stay; for richer or poorer, it is committed. Nor can a food chain pick up its warehouse

**"The retailer looks upon the rising trend to scientific and orderly town planning as the dawn of a new era."**

if the going gets rough and move it to Nassau. As a result, there is a growing awareness of the importance of active membership in an economic community, whose prosperity can so vitally affect one's own.

Foresight indicates that an intelligent concern for the metropolitan economy may be no more than ordinary prudence. Concern with the separate but related problems of highways, mass transit, sewage, water, pollution, housing, schools, taxes, assessment, zoning and land use, has led to an increasing conviction that the metropolitan area is inescapably one territory that can no longer afford the luxury of haphazard, pell-mell growth. The evils of what has come to be called "fractionated government" are widely realized. However progress towards metropolitan government is hampered by the inborn attitudes, resistance and ideologies of yesteryear. These obstacles stand in the way of a larger achievement, whose promise is sensed, but whose attainment is blocked.

The metropolitan area is beginning to be conceived as a territory to be developed, a territory whose resources must be mobilized with maximum effectiveness to meet the competition of other areas for new industry and to facilitate the expansion of existing industry. It is a community competing with other communities.

How then do retailers fit in to this new concept of regional planning? Retailers are retailers only from nine to six, but from six to nine, they are citizens just like any other citizen in the community. They grumble at the ever-increasing burden of taxes on their homes just like all other taxpayers. However the retailer does have a particular interest in regional planning. Generally the retailer has a considerable investment in building and fixtures within the metropolitan area. Until the post-war years, the extent of the population movement to the suburban areas was sufficient only to interest sociologists, ecologists and town planners. Then came the building boom, higher income levels and the increased use of the automobiles. The development of suburban shopping facilities was accentuated and engaged the attention of more and more retailers.

While individual retail stores always had an effect on community development in terms of the traffic they generated, their effects on neighbouring residential values and most important of all on the community tax structure, it was not until these stores joined together to form shopping centres that civic officials recognized that these retail stores were an integral and important part of the community life. No housing developer in his senses would think of putting up a project without providing for the shopping needs of his prospective home buyers. The shopping centre became bracketed together with the school, the church and civic institutions as an integral part of the needs of any modern community.

It was in these post-war years that planners asked themselves how large an area should ideally be zoned for commercial development. Developers were called on to justify

by other means than mere argumentation the necessity for obtaining the required zoning for a commercial development.

Because of the scale of investment required by shopping centres which would run into many millions of dollars, the developer looked around for reassurance that his proposed project was in fact economically feasible. The developer retained the services of an economic consultant to study the incomes, shopping habits of the community and from that, he was advised as to whether his project was feasible or not. In other words, many an economic base study of the community has been carried out by the developer. It is very rare indeed to find that any community has, in fact, carried out on its own initiative such an economic survey as a basis for zoning laws.

To pursue this point further, it is very significant that in the planning of some of our larger communities, in the absence of any Canadian figures, estimates were based on American data.

The retailer looks upon the rising trend to scientific and orderly town planning as the dawn of a new era. For him, assurance of stability of the neighbourhood is practically tantamount to a guarantee of success. For the primary concern of retailers is location. That is selecting the proper location. Much time, effort and research go into selection of the proper place for a retail store. The rent that he pays, or if he builds himself, the land costs are determined largely by the desirability of the location. The volumes of sales are influenced to a large extent by the following factors:

- Accessibility
- Income of the trade area
- Competition.

Accessibility means the facility or the ease with which customers can reach the location, whether they are coming on foot, by car, or by public transit.

Income of the trade area. The estimated sales potential is based upon the earnings and the number of population in the trade area. So it is obvious that the industrial base of any community is of vital interest to the retailer.

The third factor, competition, is one which any retailer expects to face and is of marginal interest to a group such as this.

Now bear in mind that any investment that the retailer makes in a location will generally be based on a twenty-year period. That is a retailer is praying that for a period of 20 years, the trade area and accessibility shall remain relatively stable.

We would expect that a proper regional plan would be so devised to give the retailer this kind of assurance for that period. While regional planners cannot do much about guaranteeing the income in a trade area, still it is within their powers to so devise zoning and accessibility to the site to give the retailer this assurance.

Uncontrolled zoning may well result in the ruination of a trade area. Clogged highways, no parking and a forest of

traffic lights also can spell the doom of a trade area. It seems to me also that there is considerable waste and duplication of efforts among retailers in the gathering of population and income statistics. Aside from the benchmark of the census, which unfortunately does not take place more than once every ten years, there really is no reliable official or semi-official body anywhere which can provide basic data as to population and income. The absence of this information causes retailers to go out and attempt to get this information themselves. It would seem to me that one of the very important questions which a regional planning authority should fulfil would be the providing of these basic statistics which are important not only to retailers but to all industries and governmental authority.

How then should this kind of improvement be carried out? How do we put muscles and teeth into the plans of the metropolitan authority? Earlier in my talk, I referred to the evils of fractionated government at the municipal level. But if we think about it, we might come to the conclusion that fractionated government is the result of fractionated thinking. Because of the narrow specialization which marks our society, we have separated the arts from the economics and both of these from government. This was not the case in the middle ages. The community as such is one unit and one indivisible body. We should strive to achieve this unity in our thinking and our outlook.

Retailers in fact, or businessmen, would be willing and eager to serve on a semi-public body which would have the authority to carry out regional planning. It would seem to me that planners and businessmen should get to know each other better with a view towards understanding each others' problems.

Retailing is changing very rapidly. Five years ago, Dr. Homer Hoyt wrote an article for the Urban Land Institute on the analysis of shopping centres. In the short space of five years, this article has become outdated and he is now rewriting it.

Many of the commercial zoning laws were drawn up many years ago long before the advent of cars and the modern larger retail stores. Certainly had there been an exchange of information between the retailer and the planner, these laws would have reflected the ever-changing picture of retailing.

We are experiencing a period of tremendous change and upheaval in all facets of our lives. The shape of the world tomorrow will be vastly different from the world we know today. If we are to meet these changes in an intelligent manner, it is vital that all of us, specialists, forget our differences and learn to know and understand each other better. From such knowledge and such understanding shall come orderly progress.

## RAPPORT DES SÉANCES CLINIQUES DU QUÉBEC

Congrès national de l'A.C.U., 22-23 septembre, 1958

par Benoît Fleury

*M. Fleury est journaliste à L'ACTION CATHOLIQUE, Québec.*

Les membres du congrès intéressés aux séances cliniques du Québec se sont rencontrés deux fois en plénières, et deux fois aussi en réunions de comité.

On a attiré notre attention au tout début sur les agglomérations de taudis appelés "shack towns" — phénomène qui est, dans une certaine mesure, le résultat d'un manque d'urbanisme régional. C'était entrer immédiatement dans le vif du sujet, puisque la planification régionale se trouve être le thème général de ce congrès. Nous nous sommes efforcés de nous en tenir aux villes petites et moyennes, selon les exigences du programme.

Nous avons passé en revue leurs problèmes. Puis nous avons étudié s'il était opportun d'utiliser des organismes administratifs que le Québec possède déjà, et la législation

actuelle avec divers changements, pour arriver à un urbanisme sérieux et bien structuré. Une entente n'a pas été commode, mais il fut en dernier ressort décidé — par le procédé démocratique du vote majoritaire — que les cadres en question étaient âgés de plus d'un siècle et se révélaient nettement inadéquats comme instruments pour résoudre les problèmes aigus causés par la croissance désordonnée de nos villes. Une solution à ces problèmes demeure pourtant indispensable pour permettre à la population vivant dans les cités de demain de bénéficier d'un genre de vie compatible à la dignité humaine.

La dernière séance plénière était alors sur le point de se terminer. Aussi les membres décidèrent-ils de confier au comité directeur le soin de préciser leur opinion — ce qui a

été fait. Voici les recommandations sur lesquelles il y eut entente:

D'abord, on devrait porter à l'attention du gouvernement provincial de Québec qu'une enquête, très étendue et assez générale dans sa conception, devrait être réalisée dans tout le territoire qui se trouve sous sa juridiction, et qu'une Commission indépendante, du genre de la "Commission Tremblay", devrait être établie à cette fin.

La Commission devrait assumer les responsabilités suivantes:

(1) dresser un inventaire des valeurs existant à l'intérieur de la province, en tenant compte que le territoire entier devrait être partagé en régions naturelles et distinctes, selon des dénominateurs économiques et sociaux.

(2) préparer une législation susceptible d'application dans toute la province, qu'il s'agisse de régions fortement industrialisées ou d'autres encore peu urbanisées.

(3) préparer la voie à la création d'un ministère d'urbanisme,

sous la responsabilité d'un membre du cabinet provincial.

(4) suggérer une formule d'organismes administratifs capables d'appliquer efficacement la législation d'urbanisme, une fois celle-ci approuvée.

Nous sommes d'avis que — entre autres avantages — un ministère d'Urbanisme de juridiction provinciale supprimerait facilement les conflits qui peuvent survenir dans les municipalités et entre elles, aussi bien qu'entre les différents ministères ou départements gouvernementaux et les municipalités.

Nous suggérons que l'on multiplie les efforts pour que des cours en urbanisme et en d'autres sujets reliés à une bonne administration de nos villes soient immédiatement établis, ou davantage développés au niveau universitaire, afin que les projets d'urbanisme à long terme soient mieux compris et mieux secondés par les fonctionnaires municipaux dans un avenir prochain.

## REPORT OF THE QUEBEC CLINICAL SESSIONS

National Planning Conference, September 22-23, 1958

by Benoît Fleury

Our attention was called at the very beginning to the "shack town" — a phenomenon due to a lack of regional planning. We tried also to concentrate on the small and medium-sized communities, as directed by the program. Then we discussed the advisability of using the existing administrative bodies and legislation to attain sound and comprehensive planning. It was difficult to attain a full measure of agreement, but it was finally resolved — by the democratic process of a majority vote — that the laws in question were more than a century old and definitely inadequate for solving the acute problems arising from the uncontrolled growth of our communities. The solution of those problems is, however, indispensable to permit the population living in the cities of tomorrow to have a life of human dignity.

The last full meeting was then near to its close. So the members decided to let the steering committee summarize their opinion, which has been done. Here are the recommendations that were agreed upon:

First, it should be brought to the attention of the Quebec provincial government that a very extensive and comprehensive inquiry should be made of all the territory under its jurisdiction, and that an independent Commission, such as the "Tremblay Commission", should be established for this purpose. It should have the following responsibilities:

(1) to make an inventory of existing resources in the province, with a view to dividing the territory into natural and distinct regions, according to social and economic possibilities;

(2) to prepare a legislation susceptible of application in the whole province, whether it be in heavily industrialized or lightly urbanized areas;

(3) to pave the way toward the creation of a distinct department of Community Planning, under the responsibility of a minister;

(4) to suggest a type of administrative bodies capable of applying the planning legislation after its approval.

It was felt also that, among other numerous advantages, a Community Planning Department on the Provincial level would help to resolve conflicts arising in and between municipalities, as well as between the various government agencies or departments and municipalities.

It was suggested that efforts be made to establish or to expand courses in planning and other subjects related to proper management of our cities at the University level, so that long-term planning could be better understood and promoted by well-prepared staffs.

### EDITOR'S NOTE

The "clinical sessions for small and medium-sized communities" were an important feature of the Conference, meeting on two afternoons.

The Quebec panel had, as Chairman, Charles Langlois, City Manager of Sherbrooke; Benoît Fleury (reporter); Roger Marier of Montréal; Jacques Simard of Prévile; and Alex Thomson of Arvida.

The Chairman of the Ontario Clinic (reported on the next page) was Alderman F. A. Breithaupt of Kitchener. Members of

the panel were: Alderman Lin Elliott of Kingston (reporter); J. W. Storey, Chatham Planning Board; and Messrs. E. A. Gomme and J. O. E. Pearson of the Ontario Department of Planning and Development.

A third clinic was made up of delegates from eastern and western provinces, under the Chairmanship of the Honourable B. J. Abbott, Minister of Municipal Affairs of Newfoundland. Their report has not been received.

## REPORT OF THE ONTARIO CLINICAL SESSION

by Lin Elliott

*Mrs. Elliott is a member of the City Council and the Planning Board of Kingston.*

The five panel members met twice, Sunday evening and Monday evening, for the purpose of organising the sessions. At the Sunday evening meeting we soon found ourselves heatedly discussing the problems of small communities in Ontario, and out of that discussion arose the outline for Monday's program. Each panel member agreed to make a brief, provocative statement at the beginning of the session, and then wait for discussion and questions from the floor. Things went as planned on Monday with innumerable questions being given us, but as so often happens a small group of people dominated the meeting. To overcome this we decided, at our Monday evening organisation meeting, to divide the session into smaller groups to give the reticent members a chance. This was done, and at Tuesday's session three smaller sub-groups discussed the main questions and reported their findings to the panel.

At the first full clinical session on Monday afternoon we were assisted by the ideas put forward that morning by Mr. Norman Pearson, Mr. W. D. Carlebach and Mr. P. G. Davies. That we would like to avoid the development of unplanned conurbations was obvious, but how to avoid that development working within the framework of the present government set-up was by no means obvious and there was no agreement on any of the solutions suggested.

The size of communities represented in our clinical session varied considerably. There were many townships, still predominantly rural with pockets of urban development: there were places like Lindsay with ten thousand population but still growing, and cities like Kitchener and Kingston with over fifty thousand population within their boundaries and further areas of urban development immediately adjacent. Naturally the amount and type of planning varied equally: many of the communities had full time planning staffs working under the direction of Planning Boards and Council. Even the smallest communities called in planning consultants before making any major move, e.g. annexation. At no time was it even suggested that we could proceed on our way without planning advice, even though several people present regretted that planning does cost money. However we all regard such expenditures as an essential investment, and face the fact that we must persuade elected representatives, taxpayers, subdividers, and all other citizens that the investment would be amply repaid.

Members of Planning Boards and Councils in the communities represented at this clinical session felt that one of the small but difficult points they face always is that everybody's business is everybody else's. When rejecting a proposed subdivision, for example, they "were not rejecting Plan 506B but Joe Doakes' idea and Joe's a good chap". Technical assistance from planning officials was useful in dealing with this kind of situation but many people felt that some outside impersonal power would be more useful still. It was pointed

out that the elected body did not always want to accept the advice of the appointed planning board, and that many local authorities objected to the slightest intervention on the part of the province, however much others desired it.

This point of provincial assistance was hotly debated in connection with a problem which was raised by several people, i.e. is annexation or amalgamation justified on grounds of planning? Planning and preparing annexation proceedings, or amalgamations, is often the most difficult and expensive task faced by many of our communities. So many factors have to be taken into account, it was felt by some that the provincial bodies could give more advice. This was put very forcibly by a group from Sault Ste. Marie. Someone else pointed out that the province rightly hesitated to interfere in such local matters; but instances were cited (e.g. in Kingston) where the Ontario Municipal Board had altered proposed boundaries requested by a city at annexation. If a provincial body could do that, could it not offer advice before such a step became necessary? This type of question was to recur again and again in the ensuing meetings.

Many of the questions at this first session were not fully pursued either because they sprang from purely local problems or because they were not really relevant to the main topic. Typical ones were: Should natural gas be a public or private enterprise in Ontario? Did the Department of Highways consult local communities before building by-pass highways which might affect them? What does the Ontario Municipal Board look for in scrutinising annexation plans? Certain basic questions, however, were raised time and again: What is the common denominator between farmer and city man? Must all existing communities get bigger, or can we start to develop new units?

For the second session we divided into three small groups as arranged by the panel members. The division was made haphazardly with no attempt to group areas for specific reasons. Each group appointed a reporter who summarised the discussion for the benefit of the other two groups and the panel. Three questions were given to each group:

- (1) Are you influenced by another municipality, and if so in what way? How do you know?
- (2) Within the regional area, what is it we want? What are we planning for?
- (3) Who is responsible for planning? Should the main directive come from above, i.e. the provincial or federal government, or from below, i.e. the municipal authority?

In these smaller groups where even the most reserved member could speak, the discussion was frank and lively. On the first question we accepted the fact that the influence

of mass media prevented any area from being self-contained. For our purposes, however, we judged our basic unit as one which could provide everything we might need in education, medical and dental care, entertainment and culture. Frequently this basic unit is comprised of a core municipality with concentric or fringe areas around it, but sometimes it is a group of fairly equal units. The influence referred to in our question was not necessarily always one way, even in the areas around a major core. The interlocking relationships of all communities represented were varied and fascinating, but they did not at first sight fall clearly into "regional city" definitions. Obviously we need a larger planning unit than we have, but how large an area, how devised, how administered, and called by what name?

Question No. 2 brought further discussion on this point and also led us into philosophic consideration of "the good life". As one of our groups put it "our aim is to create livable, identifiable communities where all residents shall have time to live a good life". Certain objectives we should be able to attain by planning: an efficient use of land, economical integration of services, satisfactory educational facilities, and quick, easy transportation; in brief, pleasant places to live at the lowest possible cost. Whilst we realise that these advantages will not guarantee happiness, they should allow us to pursue happiness with fewer economic worries.

The discussion on the third question brought sharply into focus again the division which had already been apparent between those who think planning should be directed from above and those who think it should develop from local authorities working out their ideas in collaboration. Most of the elected representatives present seemed to feel strongly that the basic responsibility should remain with the local council which is responsible for executing the plans. Even the people who thought that the directive and impetus should come from above tended to agree that the work might more successfully be accomplished by the local authority.

Representatives from Sault Ste. Marie returned to their annexation problem. They reiterated that they felt they should be able draw on the accumulated wisdom and expert evidence from other annexations which must have been dealt with at the provincial level. It was pointed out by others present that the Sault Ste. Marie people would have to resign themselves to paying for expert advice, to which the Soo delegates replied that it seemed foolish for all the separate areas to deal with annexation problems and gain no help from each other's experience. The suggestion was brought in by the Soo members "that this study group thinks that there is some merit in the proposal that the Ontario Government should provide upon request a staff in either the Department of Planning and Development or the Department of Municipal Affairs whose principal responsibility is to assist municipal councils and planning boards to assemble and analyze the information pertinent to specific proposed annexations and amalgamations". When this suggestion was put to the vote, the session was about equally divided for and against. This division, which had been foreshadowed at the first meeting, was also again made quite

obvious at the final reporting session when the same suggestion brought forth the same support and opposition.

By this time, when we tried to sum up what we had decided, we realised that we were taking it for granted that we should plan on a regional basis. We were arguing not about the basic assumption but about how it could be done and who should do it. A few members pointed out that quite a lot could be done by cooperation between municipalities even working under the provisions of present legislation. The Welland Area Planning Board, which tried to reconcile the needs of the urban areas and the excellent agricultural areas of the peninsula, was discussed. Mr. McGibbon of Oshawa outlined a scheme being tried there, not through an Area Board under the Planning Act but as an association of local boards collaborating to cope with mutual problems. Despite such suggestions there still seemed to be the feeling that some more direct regional planning authority would be useful, whether imposed from above or springing from local bodies. The need is too urgent for the solution to be left to chance.

At the final reporting session all these and similar points came up again and again and it was obvious that the three sessions had all faced very similar problems, the variety coming mainly from provincial differences rather than basic distinctions. A fairly heated and interesting discussion arose at this final session as to whether there are advantages to living in a small or medium-sized community. Most of those who lived in such communities made it quite clear that they thought there were. One very obvious advantage was the greater ease of transportation, and this was brought out particularly by people who live in small communities outside or near a metropolitan area. Indeed one man pointed out that planning would repay if it could provide him easier transportation to work! However, as we said before, even though we may prefer living in smaller communities, we all face the fact that we will probably get bigger whether we like it or not, and we have to find some way of ensuring that when we get bigger we do not lose all the amenities of our present smaller communities, or, that if we lose them, we get in their place something equally satisfactory to us as individual citizens. Another point brought out in this final session was one which had reappeared throughout many previous meetings, both clinical sessions and others, namely that it is the responsibility of government to govern. We must all, whether at local, provincial or federal level, accept that responsibility and do what we believe to be the best, or give the job to someone else. But we must not become so insistent on our own rights that we cannot see when it would be advantageous to us and the people we represent to yield a little and collaborate or cooperate with other governments in order to get the best result for all concerned.

The discussion was so varied, so wide, so interesting that it seemed to the panel members afterwards that we could have spent far longer on some points and that we would like to take up some of the other points again. Undoubtedly there is a great need for this kind of clinical session at a planning conference where the people who might otherwise only ask questions get an opportunity also to engage in active debate.

# FAIRVIEW — A PLANNED DEVELOPMENT

by Edgar H. Davis and G. Elmer Gordon

This article is concerned with the planning of a specific large scale residential development which is closely allied to a commercial and industrial area. It outlines the various problems involved, and indicates how each of these problems are met. It deals with the various natural advantages of this particular plot of ground, such as an attractive view, rolling topography, and nearness to thoroughfares and work areas, and attempts to maximize the advantages through careful and controlled layout. It covers the general philosophy of planning, which is to seek to find answers to basic human needs.

The Fairview subdivision was chosen by Kelwood Corporation, the largest developer in Western Canada, because the general area contains, all under one controlled development, most of the features of an integrated small city. With the co-operation of the civic authorities, the developer was able to maximize the potential of the area by the application of overall control.

## RELATION TO MASTER PLAN

The Fairview subdivision is located in the southern portion of the City of Calgary, and within a five mile radius of the centre of the City, and adjacent to other Kelwood developments (*Figures 1 and 1a*). It borders the Macleod Trail on the west, the busiest thoroughfare into Calgary, which provides direct access to the City centre. It is also adjacent to a feeder line of the Canadian Pacific Railway Company, which will have associated with it a planned light industrial area.

This district is a part of a master plan developed by the City of Calgary Planning Department for the extensive Burns holdings in the southern portion of the City. Pat Burns was one of the original settlers in the Calgary area, and the Burns Foundation still controls large land holdings, much of which are now within the corporate limits of the City. The master plan of the City Planning Department makes provision for serviced industrial property, for the major streets and thoroughfares, and for the zoning of the various areas as industrial, commercial and residential. The residential section of this integrated development will contain approximately 1,100 homes. Fairview, however, is only one small district, directly connected to other residential districts

which will contain, in the general area, 8,000 to 10,000 home sites.

In other words, Fairview is the first stage of an extensive residential development which will continue southward as the City grows.

The accompanying map (See *Figure 1a*) indicates the location of the proposed subdivision within the master plan of the City. On the north the area is bounded by the proposed Glenmore-Ogden by-pass, an important link with the Trans-Canada Highway system. On the east along the bank of the Bow River, it is planned to build a truck route which will act as a service road northward into the heavy industrial section of the City. On the west, both the Macleod Trail and the Canadian Pacific Railway are much below the elevation of the planned residential section and are buffeted from this section by a park area and planned light industrial area. To the south the subdivision bounds directly on future home development areas.

The property is rolling, the type of topography which helps to make residential subdivisions of this City particularly attractive. Calgary is not a prairie city as far as topography is concerned, but essentially a foothills city, and it is noted for its winding, wooded rivers, and the attractive mountain and city views which may be seen both from this and other subdivisions.

The subdivision encompasses three main land uses, controlled light industrial, residential and commercial.

## INDUSTRY

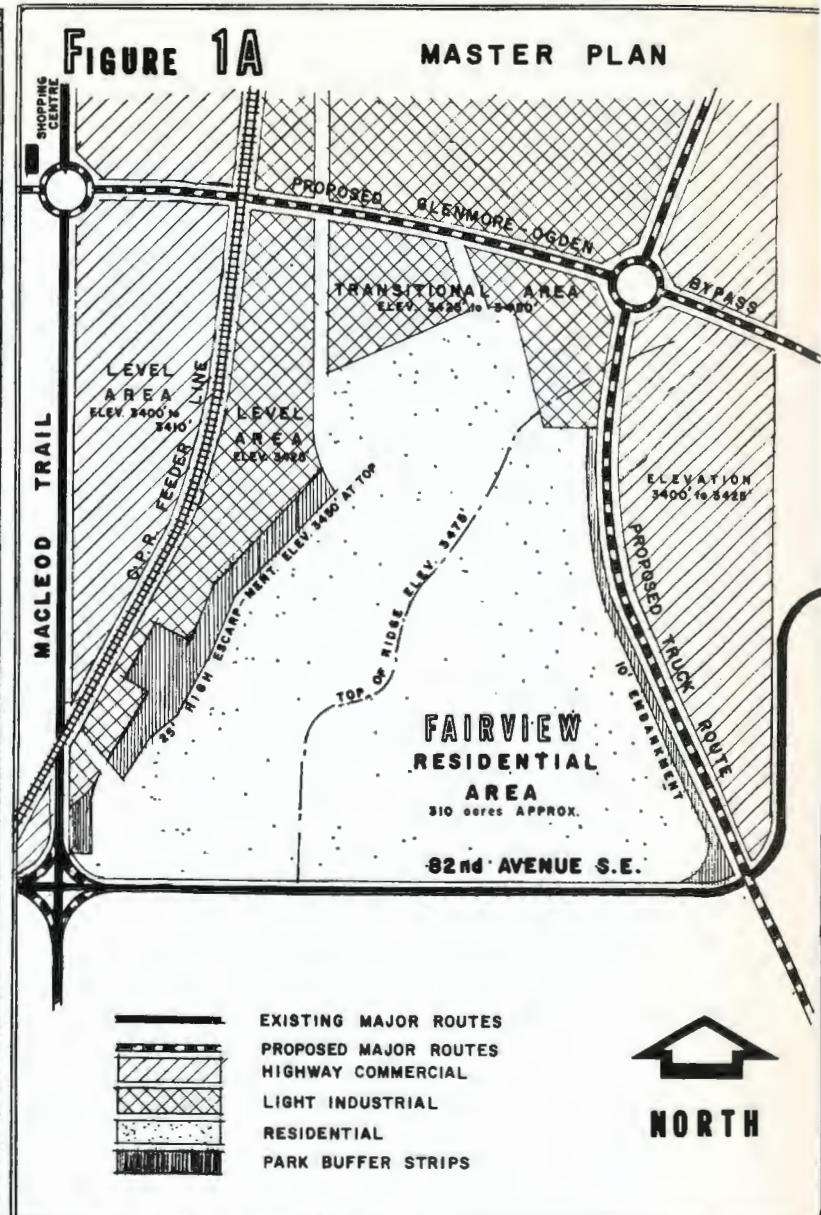
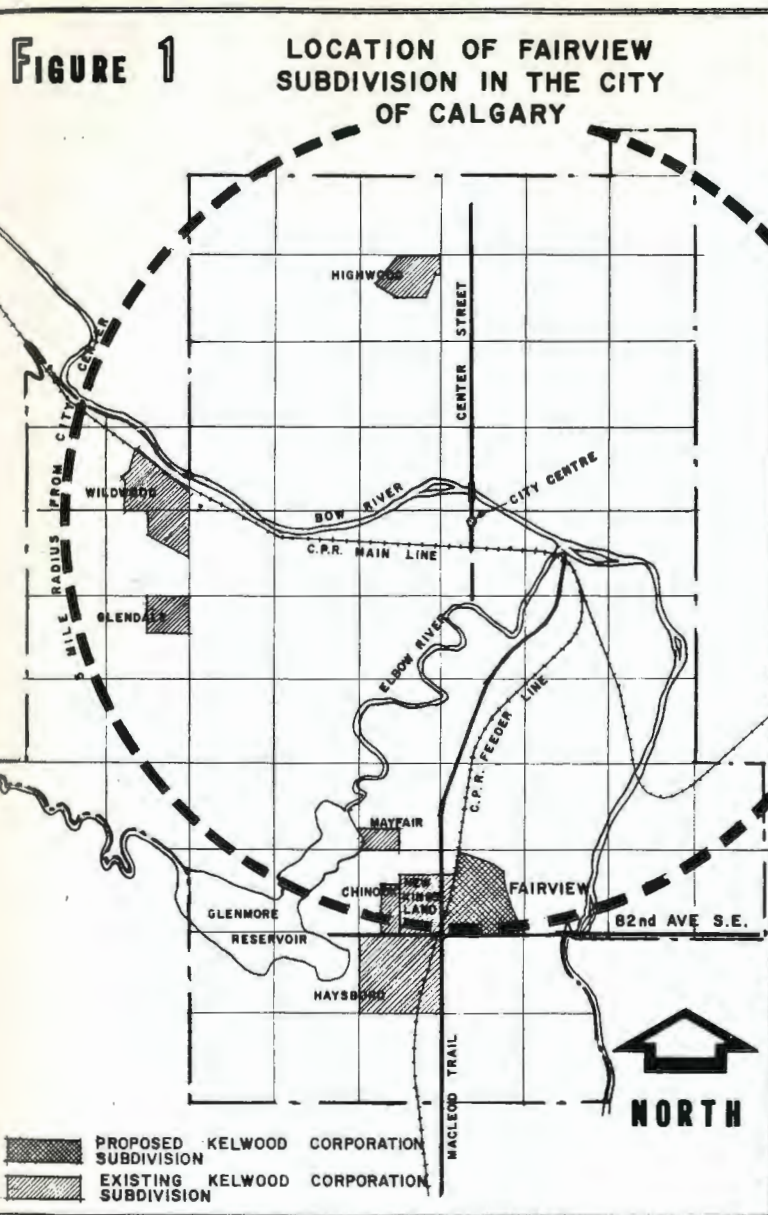
Industry (in its relation to house development) has passed through three stages. Initially, and before the turn of the century, homes and industries developed side by side. There was no planning, and development simply became a question of the individual's own convenience. Needless to say, industrial development had a depressing effect on home values, and in turn the lack of interest in developing attractive homes had a depressing effect on the morale of those who worked in the industries. At that time, however, due to the fact that transportation was slow, it was necessary, for the convenience of those working in industry, regardless of the position they held, to live adjacent to that industry.

As rapid transportation developed, workers in industry, and again regardless of their position, had a tendency to move away from the industrial areas. This, however, produced a further problem of transportation, as cities became still larger, and the men then began to spend a large portion of leisure time going to and from work. When it is considered that the average man has but a few hours each day which could be considered leisure, any inroads upon this time is serious.

---

### The Authors

Edgar H. Davis, M.E.I.C., P.Eng., is President of Haddin, Davis and Brown Limited, Consulting Engineers. A 1938 graduate of the University of Alberta, Mr. Davis has specialized in the economics of engineering, mainly in the field of land development and building. G. Elmer Gordon, M.Arch., is associated with the same firm. With degrees from the University of Manitoba and McGill University, he has specialized in town planning.



In the last two or three decades the above problems have been resolved by two moves:

(a) The planner has taken industries which would have a depressing effect on real estate values, and segregated them in specific areas in the City, and connected these areas to the rest of the City by means of high speed traffic arteries.

(b) The planner has taken those particular industries which do not produce depressing effects on land values, and placed them as close to residential areas as possible, and for the convenience of people working in those industries. By setting standards for the industry of neatness and cleanliness, the industry has had a beneficial effect upon adjacent residential land values. This is particularly in evidence in new industrial areas where a plant of excellent contemporary architectural design is surrounded by clean parking lots and carefully tended lawns and trees. A trip through a new and

planned industrial townsite such as Don Mills, or the new areas in and about the area of Toronto or other cities, highlights the fact that the people who operate these industries have the neatest and best tended buildings in the area. This is simply because the industry itself uses its buildings as a "showplace" for its product, and because the industry is anxious to leave the impression with the public (on whom they are dependent for their livelihood) the impression that they are a "good neighbour".

In the case of the Fairview subdivision, the planned light industrial section adjacent to the residential area has been buffered from the residential section by a park strip on the west, and also by the natural topography of the site, since the residential site is on a plateau high above the level of the light industrial section (Figures 1, 1a and 2).

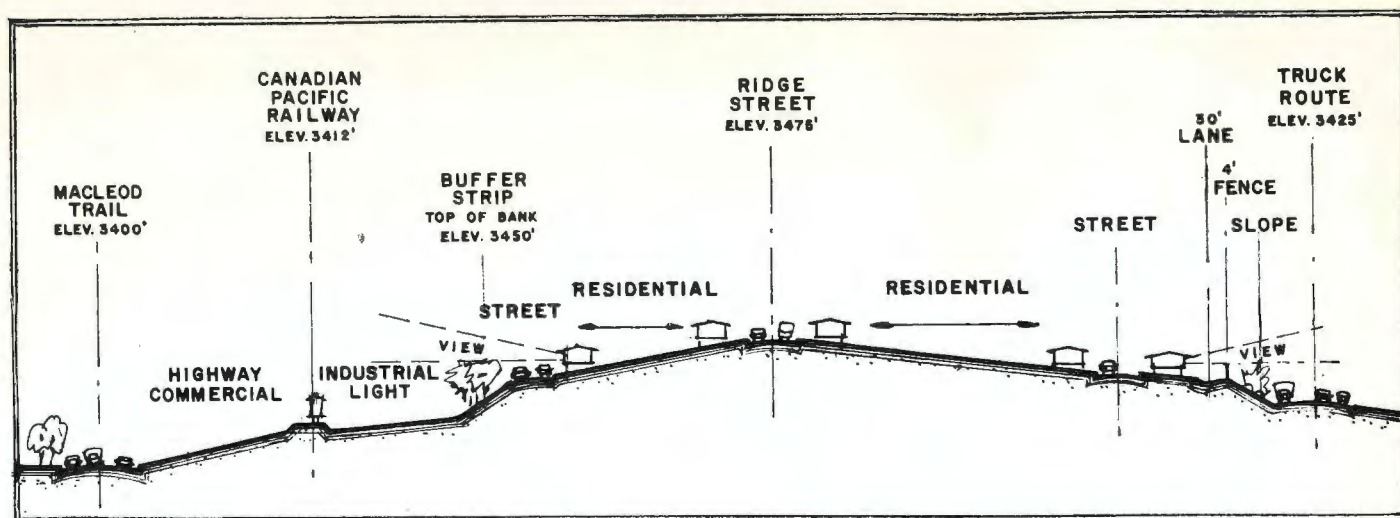


FIGURE 2. Cross-section through Fairview Subdivision.

The district then follows the modern practice of "integrating" light industrial and home development areas, and, by careful siting and the addition of park areas, enhancing the value of both.

### TRAFFIC

A basic problem in modern subdivision planning is traffic.

There has been a tendency by some planners to avoid facing the problem by condemning the motor car as a noisy and dangerous nuisance, and thereby offering themselves an excuse to isolate the motor car from our way of life. However, it is a well known fact that the Canadian and American male, if it were possible, would probably prefer to park his motor car at the front door, which is of course within a few steps of that comfortable chair in the front room. His wife, however, prefers to park the family car at the door of the kitchen, and in practice, this is the usual location of the carport or garage.

Today's motor car then is not a noisy, dirty vehicle, which can be condemned and set aside by the planners as a nuisance, and which therefore must be ostracized (thereby allowing the planner to solve the problem by not having to deal with it at all).

The motor car is part and parcel of our way of life and actually solves many more problems than it creates. We use the motor car to pick up the groceries at the supermarket (the supermarket would never exist without the automobile), it provides for transportation to and from school, it provides for transportation to and from the home and our place of business, it provides our means of social contact and recreation.

In the winter time, since we are conditioned to a type of suburban living, the motor car, by being parked close to our house, minimizes the amount of walks and pathways that have to be cleaned after snowfalls. We don't walk anywhere during the six months of the year—but our car doesn't mind

the cold. In today's home, it is parked inside the house, like Paddy's pig, and becomes in fact a member of every family. Since we cannot live without the vehicle, we learn to live with it.

The basic problem of the automobile is that it may be dangerous as well as useful, and the dangers therefore must be minimized. Whether we go by foot, motor car, or bicycle, from point to point within a subdivision, there is a tendency to use approximately the same traffic route that is the most convenient distance between the point of origin and the point of destination. That is, the route taken either on foot, motor car, or by any other method of transportation, should theoretically be the same.

Since the vehicle can be made dangerous by a percentage of people, and since the vehicle is definitely dangerous to the very young who are not conditioned to it, we must segregate motor traffic from foot traffic in most areas. To arrive at a reasonable and safe compromise, we have resolved the problem in the Fairview subdivision as follows:—

(a) Streets on which residences are situated are, in almost all cases, not "through" streets. In other words, streets on which residences are situated are either looped or dead-ended. This means that only those cars which have a definite destination at one of a relatively small group of houses, are actually on a residential street. Besides cutting out all through traffic (the rapid traffic), this of course keeps, by limiting the number of residences or destinations on a street, the traffic on that particular street to an absolute minimum.

(b) On secondary thoroughfares where there is a considerable amount of both vehicular and pedestrian traffic, the two traffic arteries are paralleled. That is, the main walkways parallel the main thoroughfares, since both pedestrians and cars have, as pointed out, the same general destination.

Where a common "destination" is reached (shopping centre, school, church, recreation centre) which is a popular one and congests vehicle and pedestrian traffic, controlled

pedestrian crossings are established. These may be either policed or handled by lights.

(c) We have oriented very carefully the location of schools, churches, shopping centres, recreation centres, in order that traffic lines, both internal and external, will be carefully controlled and there will be a minimum of crossover within the area.

(d) We have segregated the high speed "through" routes from the secondary artery.

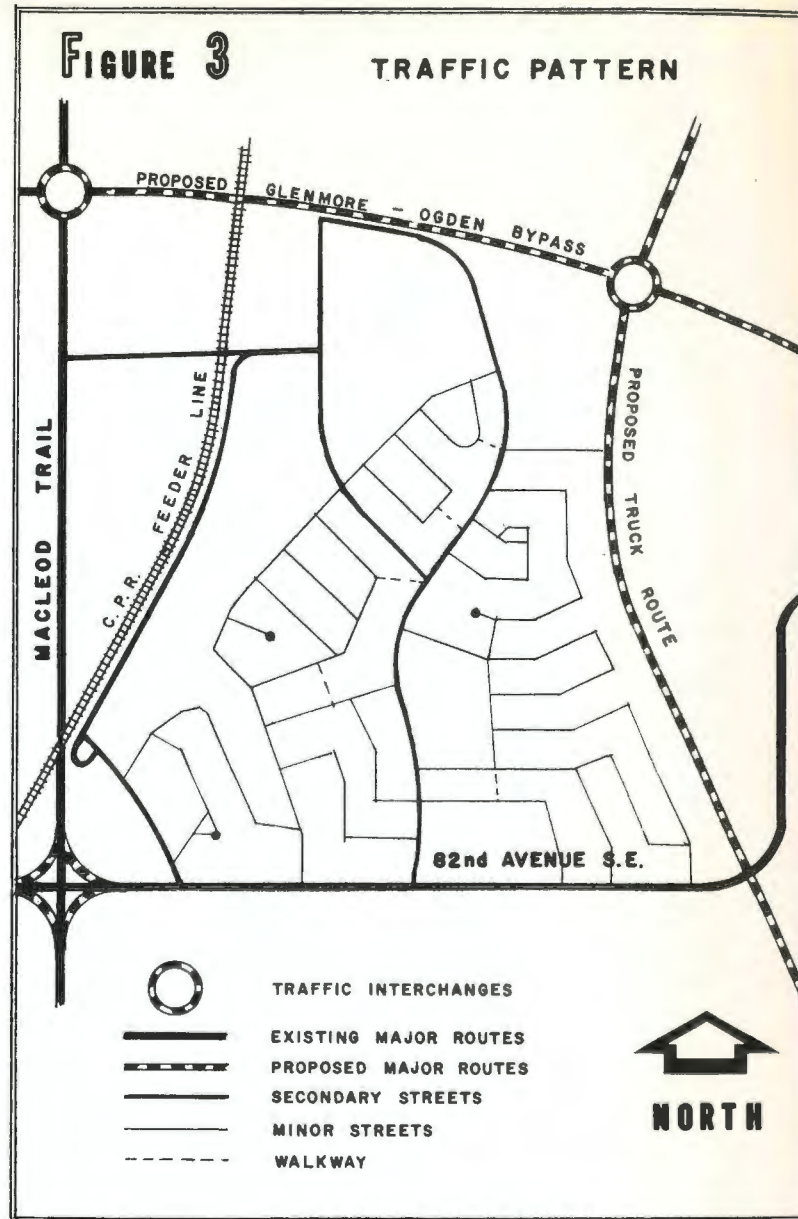
In order to cover the great distances between points in a modern city, and in order to cut down the driving time between districts, we must provide high speed arteries. A good subdivision should have adjacent to it one or preferably two of these high speed arteries, if it is to have immediate and time saving access to the commercial areas of the city. It must therefore, have an artery which will go directly to the commercial, financial and theatre end of a metropolis, in order to save the time (and money) of the residents of the area, and also the time and money of the commercial people who deliver goods and services to these residents. In a competitive society such as ours, this time-saving is, of course, passed on by the commercial people to the residents of the area who are served by them.

Also, in a well planned city, the heavy industrial section, which may create such nuisances as dust, fumes and noise, is carefully segregated both from the commercial and the residential. This is the case in Calgary, and therefore we must have a separate, and as pointed out above, a high speed artery directly to this heavy industrial section.

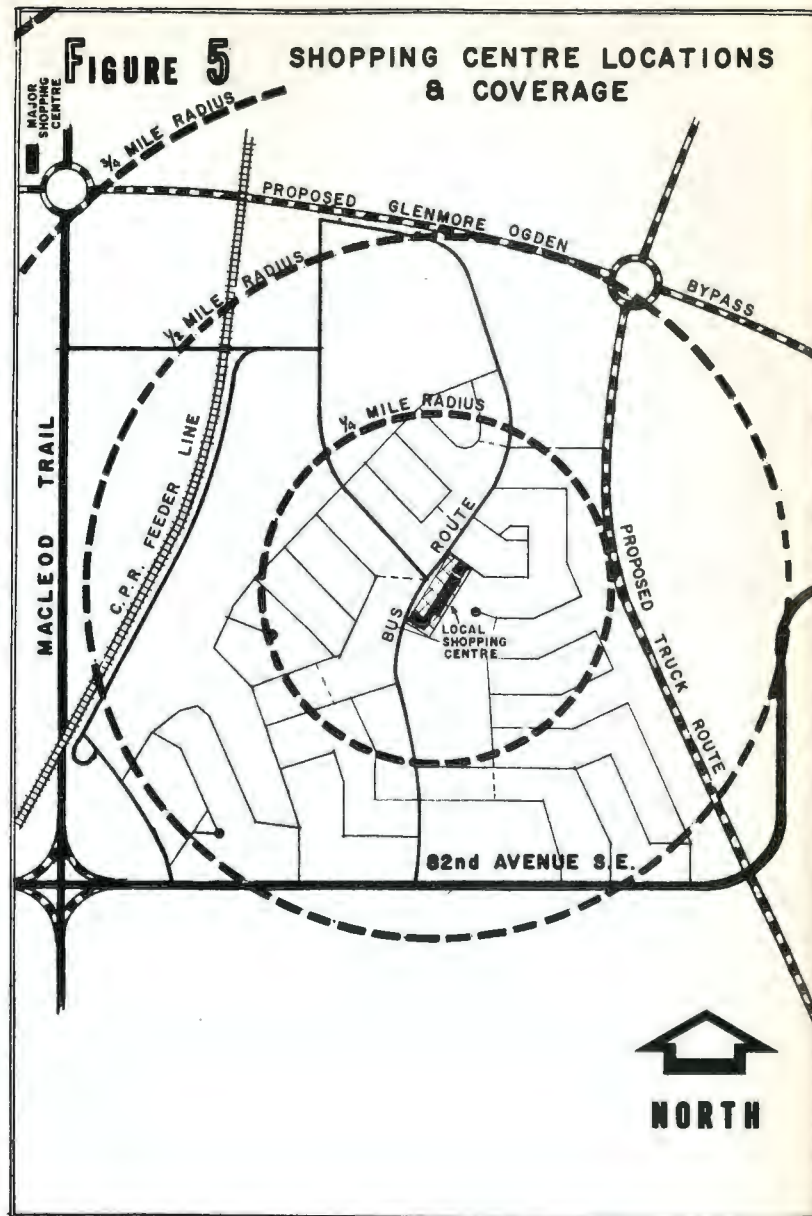
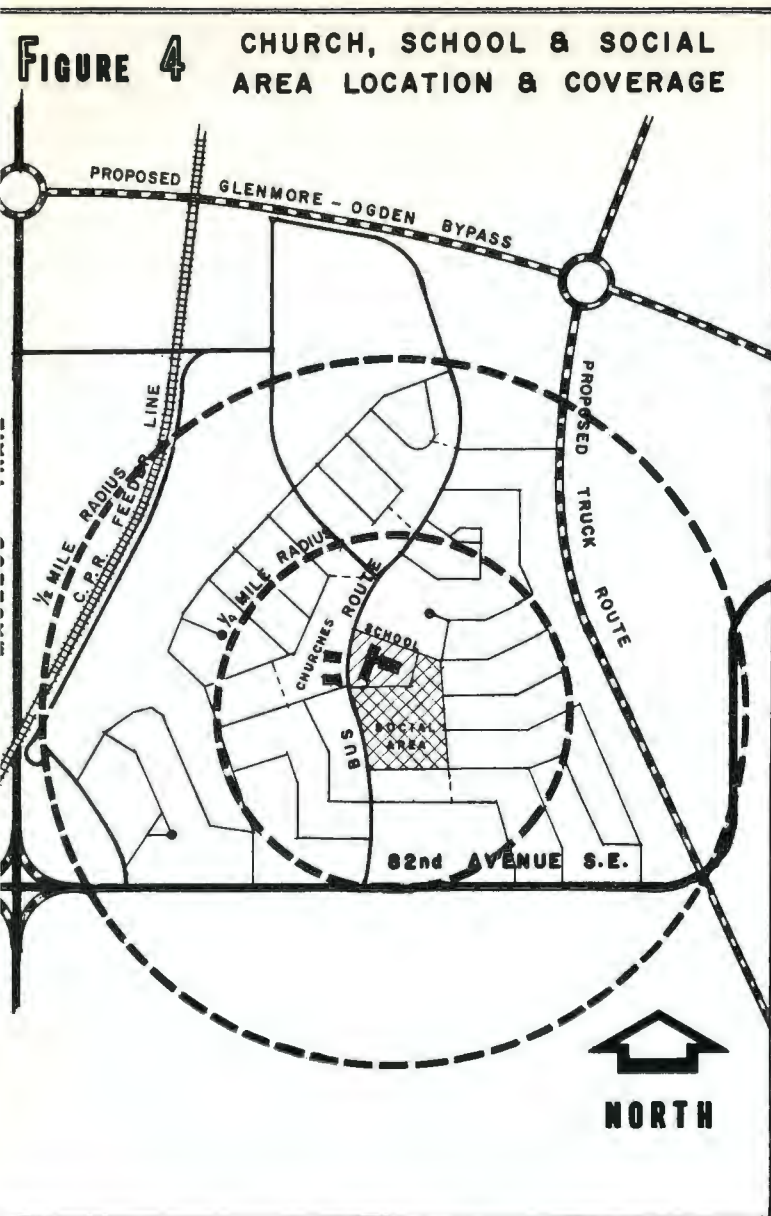
We then end up with two arteries from the residential area, giving direct access to the two major hearts of the city. These arteries, although they should be as close as possible to the area to be served, the residences on one end and the industrial and commercial sections at the other end, must not create a nuisance to the residential area. This has been accomplished in Fairview by the Macleod Trail (commercial artery) being depressed, by good fortune, below the residential area, thus providing a natural buffer against noise, dust, and the bright lights of night traffic. This buffer has been improved by means of a controlled light industrial section, and further by the introduction of a buffer strip of park land.

The necessary high speed artery directly to the heavy industrial sections of the City, on the eastern side of the subdivision, has been buffered from the subdivision by means of a break strip and will be additionally buffered by either planting or a decorative and continuous fence.

You will note that there is a secondary thoroughfare established through the centre of the district, and it provides a very important function in our modern society. As we have explained, there is a common route which must be taken by the people of the district to and from their residences and the commercial, school and play areas. We have made this route a controlled speed route, and have also given it a meandering course in order to assist in keeping all high speed through traffic from the route. Access has also been limited to certain points on this route, and we have achieved additional control through this technique. This secondary route is an internal collector and distributor, and is intended primarily to serve the district itself. You will note that, in



order to make this secondary low speed artery even safer, we have provided for only two and three way intersections, which are, by actual statistics and study, five times as safe as four way intersections. By deliberately putting the local commercial, school and church and recreational facilities in one area, we have provided for complete control of pedestrian and vehicular traffic, at the absolute minimum number of points. You will note that there are only two controlled crossings on the whole route, and these serve all the residential destinations within the subdivision itself. The pattern of the connecting minor streets to some extent determines the layout of the individual housing groups. Each group is relatively self-contained, and where necessary, pedestrian traffic may have direct access to the sidewalk adjacent to the secondary thoroughfare, by connecting walkways between



the housing groups (*Figures 3 and 4*). In other words, children may take the shortest possible route to church, recreational area, shopping or school area, and from any part of the subdivision, without crossing even the secondary artery at more than a single control point, and without ever having to cross a high speed thoroughfare.

#### TOPOGRAPHY

Topography is a determining factor in the design of any subdivision. The largest portion of the cost of developing a subdivision is in the engineering work involved, in the streets, sewers, curb and gutter, sidewalks, movement of soil, handling of top soil, power distribution and street lighting, etc. Where the general slope of the land is less than 3 degrees or greater than 8 degrees, the development costs are greatly

increased. Flat topography is featureless and dull. It is very difficult to provide a plan on flat topography which will make the district look attractive and thereby enhance the value of the homes. On the other hand, topography which is steep will lead to high engineering costs, exposed cutbanks and retaining walls within the subdivision which are costly and frequently unsightly, and will also bring about a depressed price for the property. However, land which is gently rolling, not only leads to lower engineering and therefore lower development costs, but also allows the planner to take advantage of the interesting topography in order to create a beautiful subdivision. Fairview falls within this 3 degree to 8 degree category in that the land is gently rolling and many interesting house groupings may be achieved.

In order to provide an unobstructed working area for the heavy machinery, which is used in a subdivision in order to keep prices at a minimum, the land must be scrubbed clean of topsoil, trees and other obstructions. When a person who passes through a development under construction notes that all the hundreds of acres are barren and denuded of topsoil, there is a general tendency to feel that the developer has "buried" this soil. It may be pointed out here that all topsoil is carefully stripped from the subdivision, and temporarily stockpiled in park areas, school grounds and tot lot areas, until it is replaced on the lawns and gardens. Fortunately for the subdivider (though unfortunately for the home owner) there are no treed areas in Calgary. A glance through a Calgary subdivision would indicate, however, that where trees do exist, the subdivider in most cases has attempted to maintain the trees in their natural state.

You will note that the residential section of this subdivision consists of an elevated plain, with a gentle ridge running north and south along the centre (*Figures 1a and 2*). The edges of this plain are undulating, and due to the possibility of attractive home sites on this undulating land, this is where we have placed the residential groupings. The centre section of this plateau is relatively flat, and it is here that the community area has been planned. A relatively flat section is, of course, necessary for such activities as football, baseball, tennis, etc.

The topography of the site, then, to a large extent determines the best planning of the site, and the planner who has had background and practical experience learns to adapt himself to the topography of the area, as well as to the location of the area in relationship to the city proper. It is also by very careful study being made of the topography of the area that the major costs, that is the engineering costs for improvements, are kept to a minimum. It is hardly necessary to point out that whatever these costs may be, they are, of course, passed along to the ultimate purchaser, and it is therefore in the purchaser's interests that the land planning is of the highest calibre.

### SELF-CONTAINED NEIGHBOURHOOD

The subdivision allows for the construction of about 1,100 homes, and for a population of from 3,500 to 4,000 people. As pointed out, this subdivision is simply one developed area which will be immediately adjacent to further residential areas as the City develops.

The basic problem of a subdivision is the human one. The family man who seeks to establish himself in a new area is looking for definite things. He wants good housing at a price that he can afford, he wants paved streets together with all the sanitary services, he wants schools conveniently located for his children and he needs churches to serve his spiritual needs. He needs shopping centres, parks and recreational areas, and a street layout and transportation system which will allow him to travel to and from his place of work or to other parts of the subdivision, or to other parts of the city with a minimum of inconvenience. He needs then above all to feel that he belongs to an organized community of people but without being isolated from the rest of the city.

The outstanding feature of the planned neighbourhood is the neighbourhood centre which is accessible to all, and is

the place where people will congregate to satisfy their economic, social and recreational needs. The accompanying plan (*Figure 6*) indicates the way in which such a centre has been developed for the Fairview area. The individual features of each service provided will now be outlined below, and we will indicate what these individual needs are, and how they have been specifically satisfied.

This population is sufficient to support a large elementary school combined with a junior high school. The location of these facilities should be within a half mile radius of all parts of the subdivision (*Figure 4*) in order to be accessible to children on foot. It should be noted as well that the secondary route through the subdivision has been located for the convenience of those children arriving by automobile, either driven by their parents or by themselves. *Figure 4* also illustrates the method by which crossings of the secondary route have been established at only two points. This simply means that any child going to school within the subdivision need only cross a secondary route at one control point. The neighbourhoods have been joined by the best routes to the sidewalk paralleling the secondary thoroughfare. This is simply because young people are going to take the shortest route, even if it means going through the neighbour's property, and the planner must provide for this.

To be successful, a local shopping centre must be directly accessible by both automobile and public transit, and by people on foot, and particularly mothers with small children. The location of the shopping centre is indicated on the accompanying map (*Figure 5*). It has been placed opposite the junction of the secondary streets for the convenience of those arriving by car. It is likewise situated within a half mile radius of all parts of the subdivision for those travelling on foot. The internal layout of the shopping centre requires careful consideration to determine the type of facilities to be provided and to obtain the proper balance between merchandising and parking areas. An attempt has been made to provide consolidated parking areas as much as possible, for all the various community facilities. This is, of course, necessary in order to keep cars off the secondary streets, and also off the main thoroughfares. Many of the traffic accidents that occur involving little children are accidents which are caused by a child darting out from behind a parked car, and the driver has little or no opportunity to avoid the accident. In this particular district, there is no necessity for cars to be parked on secondary thoroughfares.

Since this particular commercial district is on the secondary thoroughfare, it may also serve adjacent subdivisions to the south, therefore making its operation more efficient and large enough to be of better service to the district in which it is situated.

A major shopping centre, now under construction, is also located conveniently to the district, at the intersection of 62nd Avenue and the Macleod Trail (*Figure 5*). The local and the major centres therefore conveniently provide nearly all the services necessary for the district.

The churches may be approached either on foot or by automobile, and therefore should be in the area which is convenient by both means of access. The churches should also have parking areas adjacent to them, in order that cars will not be parked in the adjacent residential areas (*Figure 4*).

## FAIRVIEW — A PLANNED DEVELOPMENT

Since the commercial parking areas are not used on Sunday, and in order to increase the general overall land use, the churches have been placed adjacent to the commercial parking areas, but far enough away that their activities will not be interfered with by the commercial centre. You will note that there is a bus route close by, and the churches are on a secondary thoroughfare. This makes their location convenient to those who live in adjacent subdivisions.

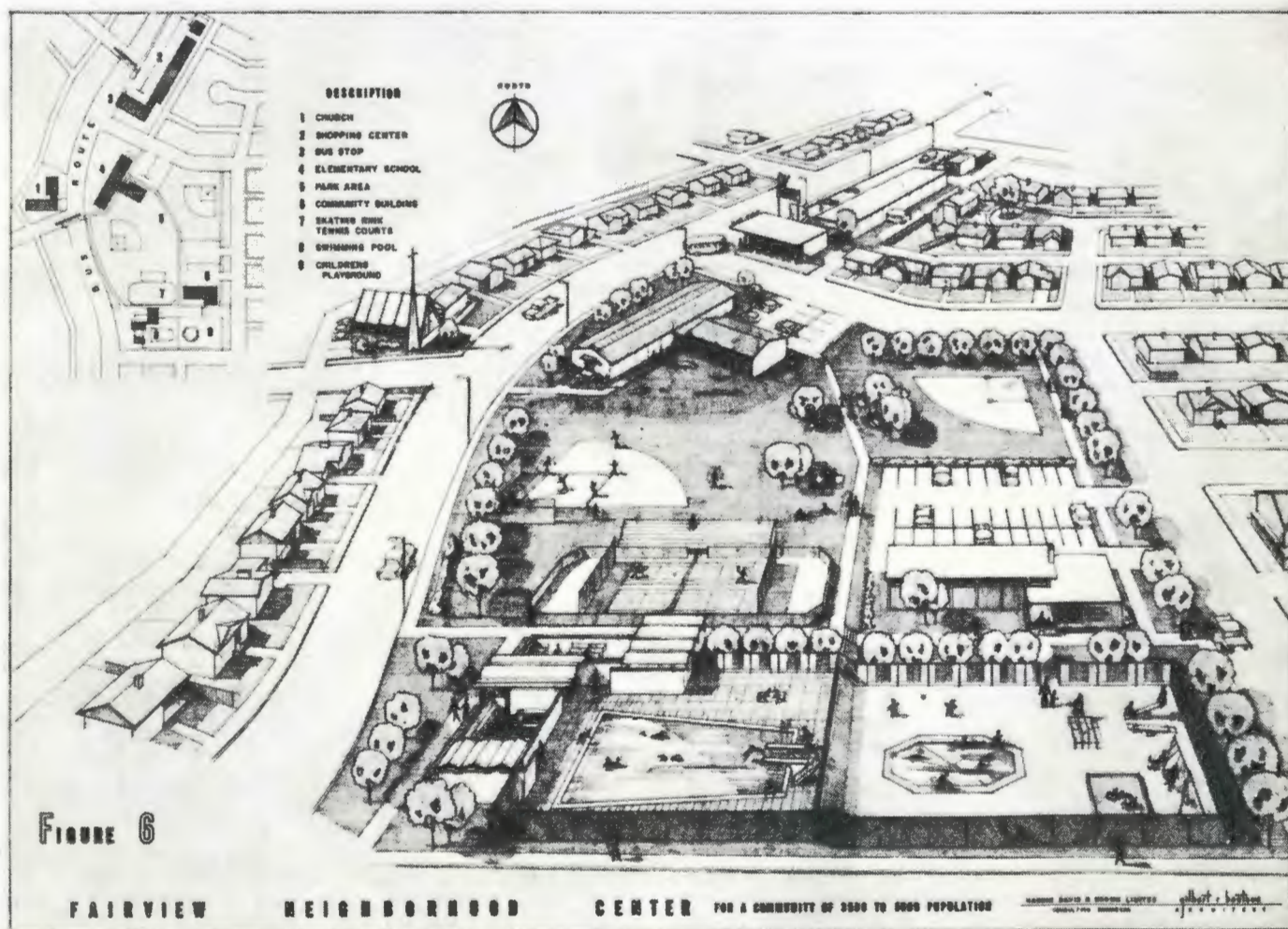
The centre has been laid out to include a school, two playing fields, community hall, tennis courts, swimming pool, wading pool and tot park and park areas.

The neighbourhood centre incorporates all those facilities required to serve the population as a whole, whether the recreation is active, or enjoying other sports as a spectator, or simply relaxing in a park. Some of these facilities, such as the baseball fields, the skating rinks and the swimming pool, are used in conjunction with the school and so have been placed in the same general area. It may be noted, however, that the skating rinks and pool are under separate management (that is, The Parks Department of the City), and although they are available to the school, they are run as an individual entity. It was felt that the recreational area should be used by people of all ages, and should be used for as many hours as possible. Therefore, the facilities, although they may be used by the school, are also available to the public in the summer months when school is out, and also during as many hours of the day as possible.

In order to achieve a park-like atmosphere about the centre, it has been carefully buffered with a treed boulevard strip. That is, this particular area would give the appearance of a park to those home owners adjacent to the area, and the layout is sufficiently large that disturbance to these home owners by noise, etc., will be negligible. By consolidating parking areas within the layout, the parking may be used for practically all facilities, which leads to maximum efficiency. In other words, the parking area may be used for team players, spectators, those going to and from the tennis courts, swimming pool, or the municipal hall.

### CONCLUSION

Large scale development results in significant economies, and therefore in a reduction in the price of the end product, the home. The planner in his approach to the problems of development on a large scale, is concerned with the satisfaction of human needs and desires, and one of these major desires is, of course, the maximum amenity for the minimum possible cost. As a matter of fact, if the cost is not kept within the means of the ultimate purchaser, there is little point in doing an ideal layout, since it will never be built unless the homes are purchased by those who can afford them. Planning then does not consist merely of providing amenities, but of the much more difficult problem of providing amenities at minimum cost.



## INDEX TO VOLUME VIII: SUBJECTS

Acquisition of Land to Acquire a Green Belt Around the Nation's Capital by Right Honourable John G. Diefenbaker .....	78
Autopsie du Vieux Québec par Jean Cimon .....	93
Businessman's Stake in Urban Renewal (The) by Andrew Heiskell .....	45
Cobweb Curtain, (The) by E. A. Levin .....	96
Fairview — A Planned Development by Edgar H. Davis and G. Elmer Gordon .....	130
Government in Housing (A Good Look at the) by Drayton S. Bryant .....	47
Government for Metropolitan Regions by Eric Beecroft .....	102
Growth Crisis, (The) by C.-E. Campeau, M.P. ....	110
Hamilton and District (The Changing Face of) by Lloyd G. Reeds .....	85
Hamilton: Setting for Disaster by Norman Pearson .....	90
Highways for What? by James W. Wilson .....	63
Highways in the Urban Region by Roméo Mondello .....	120
Highways in the Urban Region by P. E. Wade .....	121
Housing, Planning and Municipal Taxation by Mary Rawson .....	28
Human Values and Urban Growth by Gordon Stephenson .....	4
Industry Calls for Action in Community Planning and Redevelopment .....	36
(4 articles)	
Urban Renewal, by T. V. Houser	
What Industry Expects from Community Planning, by Robert J. Whan	
Urban Renewal, A New Frontier, by Roy W. Johnson	
The Businessman's Stake in Urban Renewal, by Andrew Heiskell	

## INDEX TO VOLUME VIII: AUTHORS

Allston, J. T. (with S. H. Pickett) Planning for Corner Brook, Part II .....	19
Beecroft, Eric Government for Metropolitan Regions .....	102
Bégin, Benoît La Planification routière en rapport avec les centres urbains de moyenne importance .....	122
Brown, G. Sutton What Sort of World? .....	83
Bryant, Drayton S. A Good Look at the Government in Housing .....	47
Campeau, C.-E., M.P. Problèmes Métropolitains .....	52
(English Summary, p. 57)	
Growth Crisis (The) (Presidential Address) .....	110

## L'INDEX DU VIII<sup>me</sup> VOLUME: LES SUJETS

Industry in Regional Planning by Eric W. Thrift .....	123
Manitoba: Planning Assistance to Communities outside the Greater Winnipeg Area by S. George Rich .....	16
Montréal la Magnifique par Claude Robillard .....	59
Municipal Boundaries Obsolete? (Are) by H. Peter Oberlander .....	26
Planification routière en rapport avec les centres urbains de moyenne importance par Benoît Bégin .....	122
Planning for Corner Brook (concluding part) by Stanley H. Pickett and J. T. Allston .....	19
Planning for Small Towns in Newfoundland by Honourable S. J. Hefferton .....	11
Problèmes Métropolitains (English Summary, page 57) par C.-E. Campeau .....	52
Regional City Exists (The) by Norman Pearson .....	112
Regional City, Administration in the by P. G. Davies, Q.C. ....	116
Regional Planning in New York State (Toward) by W. D. Carlebach .....	119
Retailers: What do Retailers Expect from Regional Planning? by Harry Suffrin .....	124
Small and Medium-sized Communities: report on Clinical Sessions:	
Ontario: by Lin Elliott .....	128
Québec: by Benoît Fleury .....	126
Urban Renewal by T. V. Houser .....	36
Urban Renewal — A New Frontier by Roy W. Johnson .....	42
What Industry Expects from Community Planning by Robert J. Whan .....	39
What Sort of World? by G. Sutton Brown .....	83

## L'INDEX DU VIII<sup>me</sup> VOLUME: LES AUTEURS

Carlebach, William D. Toward Regional Planning in New York State .....	119
Cimon, Jean Autopsie du Vieux Québec .....	93
Davies, P. G. Administration in the Regional City .....	116
Davis, Edgar H. (with G. Elmer Gordon) Fairview — A Planned Development .....	130
Diefenbaker, Rt. Hon. John G., P.C., M.P. Acquisition of Land to Acquire a Green Belt around the Nation's Capital .....	78
Elliott, Lin Report on Ontario Clinical Sessions: Small and Medium-Sized Communities .....	128

# INDEX TO VOLUME VIII

Fleury, Benoît		Rawson, Mary	
Rapport des séances cliniques du Québec .....	126	A Note on Housing, Planning and Municipal	
Report on Québec Clinical Sessions: .....	127	Taxation .....	28
Gordon, G. Elmer (with Edgar H. Davis)		Reeds, Lloyd G.	
Fairview — A Planned Development .....	130	Changing Face of Hamilton and District .....	85
Hefferton, Honourable S. J.		Rich, S. George	
Planning for Small Towns in Newfoundland .....	11	Manitoba: Planning Assistance to Communities out-	
Houser, T. V.		side the Greater Winnipeg Area .....	16
Urban Renewal .....	37	Robillard, Claude	
Heiskell, Andrew		Montréal la Magnifique .....	59
The Businessman's Stake in Urban Renewal .....	45	Stephenson, Gordon	
Johnson, Roy W.		Human Values and Urban Growth .....	4
Urban Renewal — A New Frontier .....	42	Suffrin, Harry	
Levin, E. A.		What do Retailers Expect from Regional Planning? .....	124
The Cobweb Curtain .....	96	Sutton Brown, G.	
Mondello, Roméo		What Sort of World? .....	83
Highways in the Urban Region .....	120	Thrift, Eric W.	
Oberlander, H. Peter		Industry in Regional Planning .....	123
Are Municipal Boundaries Obsolete? .....	26	Wade, P. E.	
Pearson, Norman		Highways in the Urban Region .....	121
Hamilton: Setting for Disaster .....	90	Whan, Robert J.	
The Regional City Exists .....	112	What Industry Expects from Community Planning .....	39
Pickett, Stanley H. (with J. T. Allston)		Wilson, James W.	
Planning for Corner Brook, Part II .....	19	Highways for What? .....	63

## REVIEWS — 1958 — REVUES

CITIES IN FLOOD by Peter Self		MENTAL HEALTH AND RESIDENTIAL ENVIRONMENT	
(Nigel H. Richardson) .....	69	by Richard W. White	
EDUCATION FOR PLANNING by Harvey S. Perloff		(Jennifer R. Joynes) .....	108
(Alan H. Armstrong) .....	67	PHOTOGRAPHIES AÉRIENNES ET AMÉNAGEMENT DU	
GRAPHIC SUMMARY OF MUNICIPAL IMPROVEMENT AND		TERRITOIRE par A. Burger	
FINANCE by H. Bronson Cowan		(Benoît J. Bégin et Georges Robert) .....	106
(Eric Beecroft) .....	73	REGENT PARK: A STUDY IN SLUM CLEARANCE	
REGENT PARK: A STUDY IN SLUM CLEARANCE by Albert		by Albert Rose	
Rose		(Drayton S. Bryant) .....	47
(Drayton S. Bryant) .....	47	SYDNEY'S GREAT EXPERIMENT by Denis Winston	
L'URBANISME SUR LA CÔTE D'AZUR		(Brahm Wiesman) .....	70
(Jean Cimon) .....	30	VANCOUVER REDEVELOPMENT STUDY	
L'HABITATION ET LE CAPITAL SOCIAL par Ives Dubé,		(Stanley H. Pickett) .....	71
J.E. Howes et D.L. McQueen			
(Yves Martin) .....	108		

## **Main articles appearing in the *Community Planning Review*, 1954-57**

### **1954: volume IV**

A City Manager's View of Planning  
Why We Hired a Planner  
The Universities and Community Planning  
Planning Administration  
Edmonton: Practical Results of Planning  
Measures since 1950  
Federal Aids to Urban Repair and Replacement  
The Church in Community Planning  
Canadian New Towns  
Basic Problems of Regional Planning in Canada  
Les développements urbains dans Québec  
Les recommandations du mémoire de l'A.C.U.  
à la Commission royale  
Urbanisme et structure religieuse  
Mississauga  
The Challenge of Metropolitan Growth

### **1955: volume V**

Development along the Trans-Canada Highway  
The Need for an Ideal  
Vision of the Great City  
Catastrophe, Civil Defence and Community Planning  
Civil Defence and Your Suburb  
Subdivision Planning  
Why Control the Growth of Cities?  
Montreal: Problem Metropolis  
Manitoba Towns Need Planning  
What Does a Town Planner Do?  
Planning for Small Communities in British Columbia  
Rimbey, Alberta: A Small Town Plans  
Saskatchewan Community Planning  
Recreational Land Use Planning in the St. Lawrence  
Seaway Area  
Quelques problèmes d'urbanisation: y a-t-il une solution?  
Plans de subdivision  
Sainte-Marie de Beauce: le plan directeur  
Sainte-Marie de Beauce: Etudes d'urbanisme  
L'urbanisme et l'arpenteur  
Contribution de l'architecte à l'aménagement urbain

### **1956: volume VI**

Ugliness is not Necessary  
Town Planning and Open Spaces  
Housing for Senior Citizens  
Real Estate and Community Planning  
Objectives of Redevelopment in Canadian Cities

Parks, Playgrounds and Landscape Architecture  
The Design of Housing Groups and Urban Spaces  
Joint Planning for Metropolitan Regions  
Grand Design in Pittsburgh  
Landscape Architecture in Montreal  
Landscape Architecture in the National Capital  
For Older People — Not Segregation but Integration  
City Renewal in Action  
Community Television Systems  
Le réaménagement des cités au Canada  
Comment stimuler l'urbanisme dans les  
petites villes canadiennes  
L'habitation pour les citoyens âgés — le pas suivant  
L'immeuble et l'urbanisme  
Le triangle St-Laurent Richelieu  
Modifications proposées à la Loi nationale sur l'habitation  
L'architecture paysagiste dans la capitale nationale  
Le plan directeur des espaces libres pour Montréal

### **1957: volume VII**

Our Cities: A New Perspective for New Dimensions  
The Capital Budget and the Urban Plan  
Hell is a Suburb  
Residential Densities  
Project for a Linear New Town  
Zoning in Canada  
Metropolitan Government and Regional Planning in  
the Montreal Area  
Ontario Planning and Urban Growth  
Planning for Corner Brook  
Planning for Rural Land Use  
Planning for Urban Renewal  
Putting Regional Planning to Work  
Are Municipal Boundaries Obsolete?  
La croissance urbaine dans le Québec  
Villes-moyennes du Québec: problème urgent d'urbanisme  
Le village du Québec  
Le contrôle architectural à Montréal  
Nos villes minières: un échec?  
Le cancer urbain  
Esquisse sur l'urbanisme régional au  
"Royaume du Saguenay"  
Le Québec historique  
De quelle sorte de logements avons-nous besoin?  
Réglementation provisoire de l'aménagement urbain  
L'urbanisme en Belgique





*A few of the*  
**PUBLICATIONS AVAILABLE FROM CPAC**  
in addition to the magazines

- How to Subdivide.** A 40-page handbook in four colours on the layout of housing developments, giving a step-by-step method of subdivision, and discussing financial implications. 37 diagrams and plates. \$1.00.
- Sprawl.** A pamphlet based upon material prepared by the Lower Mainland Regional Planning Board of B.C. 25 cents.
- CPAC Pamphlet Series.** Free to members. Discounts available for quantities.
- No. 1. **Urban Renewal**, by Stanley H. Pickett. A general introduction. 25 cents.
- No. 2. **Principes concernant l'aménagement d'une paroisse dans la Province de Québec**, par Benoît Bégin. 25 cents.
- Urban Renewal. A Study of the City of Toronto, 1956. Short Statement.** A short version of the first Urban Renewal Report on a Canadian city. 50 cents a copy; discounts are available for quantities.
- A Redevelopment Study of Halifax, Nova Scotia, 1957.** Volume I prepared by Gordon Stephenson; Volume II, prepared by Institute of Public Affairs, Dalhousie University. Published by City of Halifax, \$3.
- Mental Health Aspects of Urbanization.** Report of a Panel Discussion at the United Nations, March, 1957. Published by World Federation for Mental Health. \$1.00.
- Sainte-Marie de Beauce: Etudes d'Urbanisme.** Une étude d'ensemble sur un village de la Province de Québec, et un plan directeur. 50 cents.
- Regent Park: A Study in Slum Clearance**, by Albert Rose. \$5.50.
- Toward New Towns for America**, by Clarence S. Stein (Reinhold Publishing Corporation, New York). 1957. \$12.50.
- Papers on Planning.** From Short Course at U.B.C., including *Planning for Industry; Planning for Commercial Areas and Shopping Centres; Zoning; Land Subdivision*; and many others. Mimeog. 89 pages. \$2.50.

**Single copies free—Une seule copie gratuite**

Ugliness is not Necessary	His Excellency the Right Honourable Vincent Massey, C.H.
What Does a Town Planner Do? Que fait un urbaniste?	Stanley H. Pickett
Let us Make Our Cities Efficient L'aménagement rationnel des villes	Canadian Bank of Commerce
Le cancer urbain	Jean Cimon
Les développements urbains dans Québec	Roger Marier
Human Values and Urban Growth	Gordon Stephenson
Low-cost Housing: Action Through Planning L'habitation à coût modique: agir avec prévoyance	
Steps to Secure Study and Action on Urban Renewal	
The Capital Budget and the Urban Plan	John C. Oliver
The Redevelopment of Canadian Cities	J. S. Hodgson
Federal Urban Renewal Law	Stanley H. Pickett

Write for complete list of publications available at C.P.A.C., 77 MacLaren Street, Ottawa 4.

Pour obtenir une liste complète de publications, s'adresser à l'A.C.U., 77 rue MacLaren, Ottawa 4.